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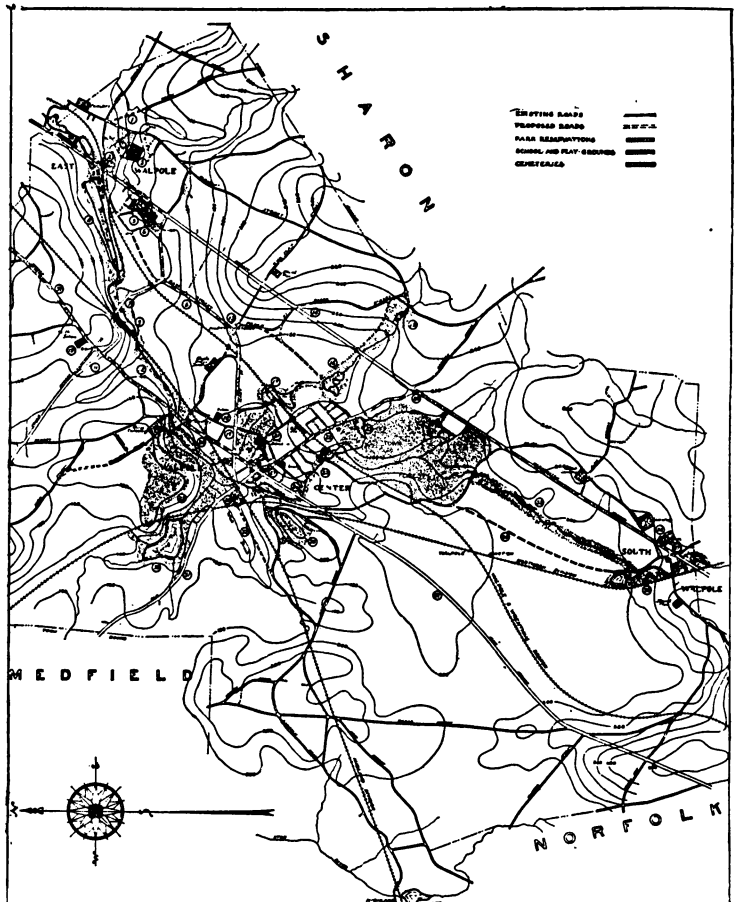

Walpole General Plan

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NATIONAL MUNICIPAL LEAGUE SERIES

TOWN PLANNING FOR SMALL COMMUNITIES

BY

WALPOLE TOWN PLANNING COMMITTEE
CHARLES S. BIRD, JR., CHAIRMAN
GEORGE W. TOWLE, JR.
MICHAEL F. McCARTHY
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ILLUSTRATED

NEW YORK AND LONDON
D. APPLETON AND COMPANY
1919

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FOREWORD

Evolution is like a great wheel relentlessly turning onward, pushing people forward to higher and finer social relations. Through ages of infinite confusion, humanity has slowly advanced upon the roadway of progress from small social units of government to larger groups, from tribal to national consciousness. Suffering and sacrifice kindles understanding.

How many years may pass before some sort of international federation will make it possible for people to live and prosper without murder, no one can tell; but a study of the philosophy of history teaches that social evolution slowly grinds out broader human consciousness, and there is no reason to believe that international consciousness will not ultimately demand international coöperation.

Never in history were so many people of so many nations fighting together in a common cause as today, fighting for ideals of humanity, of independence and democracy in government, for which civilized people, in smaller contests so often during the past century, have been ready to give their life.

Coöperation and mutual suffering is a tremendous force toward enlightenment. The conflict now waging in Europe has torn such a hole in the fabric of civilization that millions of people of many nations can now see through it the fields of a world only dreamt of in the past by a few far-seeing idealists; a world in which democracy has been vindicated in the test of strife; individuals have awakened to the wonderful possibilities of coöperation, with understanding of duties and responsibilities, through universal service, to community, nation and humanity; and through the enlightened communities of mankind have formed some sort of certain international league to police the world as the united communities of nations now police nations.

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The foundation of the whole structure is the individual and the community, and though such a league may not be near, we are at the dawn of a new age of community development and growth, in which many social problems must be solved, but which is gradually opening to us this new world of coöperation and understanding. Evidence of increasing community and national strength in the development of all advanced democracies must give us confidence that community national or international government from and by the people to efficient administrators, and not from autocrats to the people, is the form of government which shall endure in the united communities of the future.

When nations were in the making, continued warfare forced upon people a strong centralized autocracy of government as the only form efficient to wage war and prevent their absorption by another group of people fighting, as they, toward national consciousness.

As nations developed, however, the restrictions of autocracy became intolerable and people demanded more and more a voice in the administration of public affairs. Ideas of reform, smoldering for years, finally burst into flame in the social upheavals of the eighteenth and nineteenth centuries which, throwing off the shackles of the feudal age, have gradually but firmly established in all advanced nations, in varying degrees of development, the fundamental justice of the principles of liberty and democracy in government.

With freedom dawned an age of invention and scientific progress, changing not only the whole internal social structure of nations, but their relative positions; until today nations are dependent upon each other for continued prosperity. National problems are international problems.

As civilization is slowly equalizing conditions in the countries throughout the world, the necessity of healthy community development, for national strength and security, is steadily becoming established as a national concern of the utmost importance. It is being realized that the community is the nation's foundation, and that the strength and greatness of a nation is dependent upon the united character of the separate communities upon which it is built.

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With scientific progress came great industrial expansion, which has had a profound influence upon all phases of human life. In a study of community problems today, the industrial organism, which is such an important part of community life, must be considered. Many towns and cities have quadrupled in size. Towns once wholly rural have become industrial centers, and others once prosperous, through economic changes, have dwindled and lost all their former character. In many of the most prosperous communities conditions of such a damnable sort have developed that they are a disgrace to human intelligence.

The complete preoccupation of many of the most educated citizens of our communities in industrial development and individual concerns, has let individualism run riot.

That selfishness, however, is less bulwarked than it was, is shown by the fact that many of our great industrial leaders are not only taking interest in community activities, but are beginning to realize that the relation between capital, management and labor is unfair, and that the continued unrest, which means a tremendous waste of energy, in some way must be overcome. To find a solution of the problem and maintain an efficient organization, is the task which confronts them.

Just as in the making of nations, autocracy has been necessary in the building of industries. The time, perhaps, has not yet arrived for industrial democracy, but it is sure to come; and when it does, the same chance will be given to individuals to help forward industrial development as was given through democracy to scientific development. Democracy is the greatest educating force there is, and in spite of its present inefficiency in government, its influence upon social development more than compensates for any administrative weakness.

As proven by the movement for reform, spreading throughout this country, the day is not far distant when a general demand for efficiency will crush some of the evils of the past, and point the way toward a better administration of public affairs. Development toward democracy in industrial organizations cannot take place as it has politically, for an industrial organization could not survive this period of inefficiency. The gap be-

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tween efficient autocracy and efficient democracy in industrialism must be bridged. Scientific management which, broadly understood, means liberal industrial reorganization, is laying the foundation.

The growing interest in town and city planning is evidence that a more unselfish spirit is forcing its way through the individualism of the past in public concern.

The necessity of planning together if the interests of one and all are to be safeguarded, in most progressive communities is thoroughly appreciated. Town and city planning is beginning to have a definite influence upon town and city development.

To spread its influence throughout the country, however, there is much need of educational reform and organization of community forces.

First, what we want in the state we must start in the schools. The times demand that our educational system should be changed. We need to educate not only the intellect of children, but also their heart and soul and body. We need to teach the principles of self-government, to awaken the sense of civic responsibilities and citizenship alive to the obligation to service, necessary for community strength and progress, and continued national security. Patriotism begins at home.

Second, we need community organization. Municipal research bureaus, civic leagues, boards of trade and similar organizations have been an important factor in community development; but no organization which includes only one group of citizens is a complete community organization. What we need is a democratic federation of community forces, including in its plan not only the organizations of men, but of the women of the community. With reasonable leadership, a community organization can be an irresistible force for better community administration, development and improvement.

In the following report we have emphasized the importance of organization in community building. We believe that a campaign under good leadership, to organize communities throughout the country, would greatly advance the work of town and city development or community planning. In commun-

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ity building, knowledge of conditions brings interest; interest leads to action; and organization makes that action effective.

As society slowly advances, whether a general movement is started toward community organization or not, organization must inevitably follow. The increase in coöperative enterprises in many community activities is definite evidence of the trend of this movement. There is too much evidence of an overpowering force in evolution toward broader human consciousness, not to believe that from all the suffering and sacrifice of today there must gradually come greater understanding among people, and through progressive social changes, improved social relations.

In the light of the advance of liberalism throughout the world during the last twenty-five years, we believe that greater steps will be taken in the march of human progress to higher and better social relations during the next century than in any previous period in history, and in spite of the horror and confusion of world affairs today we can say even more truthfully than Phillips Brooks said many years ago: "Through the mist and the haze I see the pinnacles of a more glorious city, the outline of a larger world."

In publishing this report we wish to thank Mr. John Nolen for his advice, Mr. John A. Murphy for his assistance in its compilation, and the officers and citizens of the town for the coöperation which they have always given us.

Walpole Town Planning Committee,
CHARLES S. BIRD, JR., CHAIRMAN

Walpole, Massachusetts,
July 1, 1916.

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EDITOR'S INTRODUCTION

City Planning heretofore has been considered generally from the standpoint of the necessities of the large community rather than of the small one. Most of the books and reports published have dealt with it from that point of view. It would seem to need no argument that small places should be as carefully and thoughtfully planned as the large ones, but until very recently no specific thought or definite attention has been given to them.

With a sure grasp of the fundamentals, an adequate knowledge of city planning at large, and an intimate knowledge of the life of the small community, Mr. Bird is admirably equipped to supply that need. He presents, in the present volume, the first clear, comprehensive statement of the small community and its problems and their solution. Bringing together in one volume the ripest thought on the whole subject, he has made a contribution which will unquestionably prove of great value. Moreover, his treatment is that of the constructive statesman planning for the future rather than of the reformer interested only in the remedy of existing evils and inconsistencies.

The main body of the book is divided into two parts, one dealing with general plans, the other with their application to a specific community. Mr. Bird has recognized that real city planning includes not only plans for the physical and social problems, but for the governmental ones as well, so he includes a report on town government which constitutes as substantial a volume in its field as do the suggestions along physical lines. Moreover, he goes a step further and realizes that even with the most carefully formulated plans for physical, social and mental development, that something more is needed, namely the intelligent organization of the community itself as a community, and so the concluding chapter of the second part touches upon that

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highly important, but frequently overlooked phase of the situation.

This volume affords an admirable complement to John Nolen's volume on "City Planning," in the National Municipal League Series, and the two afford a substantial addition to the rapidly growing demand for constructive contributions to comprehensive city planning.

CLINTON ROGERS WOODRUFF.

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TOWN PLANNING FOR SMALL COMMUNITIES

PART I

TOWN PLANNING

CHAPTER I

INTRODUCTION—TOWN AND CITY PLANNING

STATESMEN and economists throughout the world have awakened to the fact that the development of our cities and towns has, in the past, been unscientific and fraught with danger no less to the commercial and industrial advancement of the community than to the physical and intellectual growth of the individual citizen.

During the past three generations the use and control of the wealth producing forces of the world have far outstripped the development of a corresponding growth in civic spirit. In our own race for commercial supremacy all vital questions concerned with the conservation of our resources, both human and material, have been disregarded. In the past ten years, however, there has come a change in this respect. We are beginning to understand the truth underlying the statement that: "A town or city that subordinates the physical well being and happiness of its working population to its commercial and industrial wants must fail in the ultimate realization of the highest commercial

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and industrial efficiency."[1] The injury thus inflicted upon the physical development of the worker, and the consequent deadening of his intellectual forces, must of necessity be reflected in a lowering of the quantity and quality of the product of his labor.

The substitution of order for chaos in the development of our populous centers has been described as "an effort to promote urban efficiency, but with the highest kind of adaptation to function in the city's every part. Such adaptation involves pleasantness of aspect, because the city serves life and has the home as well as the workshop, and it involves physical and social fitness as well as commercial and industrial efficiency."[2] The problems with which town and city planning deals are as varied in character as the communities to which they apply. These problems have been broadly grouped as affecting business, industry, administration and the housing of the people. They demand study of streets, transportation of people and of goods, location and construction of factories and warehouses, food supply and markets, water supply and sanitation, housing, recreation parks, boulevards and street planting, architecture, laws and financing.[3]

Its province, however, is not confined to the solution of abstract problems in engineering, mechanics or finance. It deals with a living, moving organism comprising the thousands of human units who by force of social demands, industrial needs or the operation of economic laws, group themselves together in great communities.

The popular conception of town and city planning, that

[1] Henry Vivian, founder of the British Copartnership Housing Council, which has been instrumental in developing England's famous garden suburbs.

[2] Charles Mulford Robinson. City Planner.

[3] Ford, George B. In an address on "The City Scientific," at the London Town Planning Conference, 1909.

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it has to do with planning for the town or city beautiful alone, is quite wrong. It is true that sound planning aims to preserve all natural beauty, for as Ruskin well said, "You may have thought that beauty is expensive. You are wrong — it is ugliness that costs." And this is fundamentally true, fundamentally true of all things in life.

The reason for this misconception has been due to the fact that many town planning experts have been architects, little understanding the broad needs of community life, and have accentuated spectacular features, such as civic centers, great parks, squares and boulevards.

There is, however, a very much clearer understanding of what town planning is today than there was a few years ago. "The dominating desire for the picturesque, for variety and for originality which ever guides art enthusiasts will never lead to the possibility of a natural solution of a problem such as is the outcome of utility linked with good taste." [1]

A report of E. P. Goodrich and George B. Ford, suggesting a plan of procedure for the City Plan Commission of Jersey City, is an invaluable document for the guidance of all those who are conducting city surveys or making city plans. The report is an analysis of the municipal functions within the scope of both a city survey and a city plan.[2]

It is more clearly understood that essential problems of town and city planning are those of industrial location and development, street widths and extensions, sewers, water and light systems, housing, sanitary improvement, education, recreation and social development.

The most serious obstacle to the spread of town and city planning, heretofore, has been the lack of facility for

[1] Verstraete, R. At Third International Road Congress, London, 1913.

[2] Zueblin, Charles. "American Municipal Progress," Rev. ed. The Macmillan Co., New York, 1916.

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taking advantage by a city or town of the experience of other communities in solving one or another of the problems associated with their municipal life.

The activities of municipal leagues throughout the country, particularly the National Municipal League, the various municipal research bureaus, and the national conferences on city planning that have been held yearly since 1909 in the United States; the many congresses of city and town planning abroad, such as those held at Hampstead, Ghent and Lyons before the war, and the Metropolitan City Planning Exhibition and conferences held at Boston this year, represent efforts to supply this need.

The comparatively recent application of the idea of planning the growth of our cities is emphasized by the fact that the broad avenues and boulevards, beautiful parks and stately public buildings of Berlin, Paris, London, Vienna, Hamburg and Budapest abroad, and of New York, Chicago, Philadelphia, Boston, St. Louis, San Francisco and other American cities, are almost all the work of yesterday. England's housing schemes and garden cities, Germany's scientific development of every phase of municipal life, the extensive promotion of harbor and dock development, the marvelous advance in road building and transportation facilities, and the world wide movement to improve the social welfare of the dwellers in cities and towns are all the work of today.

An accurate description of the sanitary conditions existing in any one of our great cities fifty years ago would challenge belief because of its appalling character. How much remains to be accomplished in this one particular is shown by the statement of M. A. Augustin Rey, a French delegate to the city planning congress at Ghent, that the question of sanitary housing alone was of vital interest to no less than seven hundred and fifty millions of people; and that in the city of New York, 349,000 persons occupied

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bedrooms into which the rays of the sun never penetrated. It is a knowledge of these facts that inspires the modest but determined purpose of Walpole citizens to put their house in order; and by thoughtful planning now to make possible the attainment of the highest degrees of economy and efficiency in future growth.

Today, many important cities in Europe and America have prepared and are developing upon a certain scheme of municipal and general development. Berlin and Liverpool have schools of town planning. Germany has experts like Steuben, Fischer, Gurlet, Henrici and Baumeister, who, as members of the new profession of *Staedtebau,* travel from city to city giving advice on town planning. In England the names of Henry Vivian, Raymond Unwin, J. S. Nettlefold, T. H. Mawson, R. I. Triggs, P. Geddes and Thomas Adams of the Conservation Commission of Canada, are associated with the growth of the movement for improved housing conditions, the establishment of garden city communities, and the promotion of town planning. Here in America, similar service is being rendered by the Olmsteds, John Nolen, Charles M. Robinson, J. Horace McFarland, John M. Carrere, Arnold W. Brunner, Daniel H. Burnham, George B. Ford, Arthur C. Comey, Lawrence Veiller, Bion J. Arnold, Harlan P. Kelsey and many others.

Coincident with the general growth of the movement there has been developed a varied and comprehensive literature dealing with every aspect of civic improvement. Periodicals such as the *Staedtebau* of Berlin, the Liverpool *Town Planning Review,* the *American City,* the *National Municipal Review* and other municipal art and engineering journals, publications issued by various civic associations and by several of our great universities, a number of which are noted in the accompanying bibliography, furnish an inexhaustible source of information for the student of town

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and city planning. It is worth noting, however, that "While there is town planning in England, town planning in Germany, town planning in France, there is no such thing as English, German or French town planning any more than there are English, German or French sciences or arithmetic." [1]

In many European cities private corporations have entered upon the work of city planning and have outstripped the municipalities in their efforts toward making their towns symmetrical, and because of their belief in the theory that "A proper city plan has a powerful influence for good upon the mental and moral development of the people, and is the firm base for the building of a healthy and happy community." [2] In Germany the most surprising advance has been made in the smaller cities, as Hellerau, Karlsruhe, Huttenau, Mannheim, Gustrow, Ulm, Freiburg and Strassburg. Places so small as not to be deemed worthy of being shown on our maps give evidence of the painstaking care that has been expended in insuring their proper growth and efficiency. In France one may encounter numerous examples of community planning foresight such as that which converted the grimy little mining town near Calais into a garden city. Instead of utilizing the flow of their rivers to carry off sewage or permitting unsightly buildings to disfigure them, many European cities have treated their rivers as assets of beauty. The port authorities of the great maritime cities have compelled commerce to ally itself with art in the development of the water front. Vienna remits a percentage of taxes to landlords who tear down an old building and replace it with a better one. Copenhagen gives a prize every year to the architect who designs the most sightly building. Buenos Aires encourages art in architecture, and awards substantial

[1] John Burns, Father of the British Town Planning Act.
[2] George McAneny.

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prizes for the most artistically designed structures, in addition to granting the owner of the property an abatement of taxes.

Town and city planning or community planning has proved to be not a fad, but an essential function of municipal administration, if most unhappy conditions of growth are to be prevented. "It is simply the exercise of such foresight as will promote the orderly and sightly development of a city and its environs along rational lines, with due regard for health, amenity and convenience, and for commercial and industrial advancement." [1]

Every town should have a comprehensive town plan of development and improvement. As Mr. Nelson P. Lewis of the Board of Estimate and Apportionment of New York City, has said, "The needs of the community may be more cheaply satisfied if they are studied in advance of, rather than after, the growth of civilization."

In the following pages an effort has been made to present examples drawn from the experience of other cities and towns, together with suggestions as to ways and means of putting into effect the more important recommendations contained in our report. While our suggestions and recommendations apply particularly to Walpole, they are equally applicable to the problems of development in most rural-industrial communities throughout the country.

[1] Nelson P. Lewis, Chief Engineer, Board of Estimate and Apportionment, New York City.

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CHAPTER II

THE WHY OF TOWN PLANNING

EVERY one appreciates the need of plans before entering upon any large or small engineering development, before erecting any monument, or constructing any house or large building. Is there any less need of plans for our towns and cities? Shall we refuse to coöperate to prevent the sort of ugly, inefficient, senseless growth sure to come without plans, from which every citizen suffers, not only today but in years to come?

Town and city planning means the application of business methods and plain common sense to the management of community affairs. We all know that prevention is less costly than cure. We all must realize our duties as trustees of posterity and as citizens for the conditions which exist in our towns and cities, in a large way our homes, if the evils of haphazard growth are to be prevented.

With awakened community consciousness no reasonable person would deny the fact that every citizen living in a community is responsible, and that it is more necessary to have plans for the comprehensive development and improvement of towns and cities, the growth of which covers a period of many generations, than it is for any enterprise begun and finished at one time.

Town or community planning represents efficiency, foresight and team play in the administration of town affairs, it expedites and benefits industrial and commercial development, makes use of material prosperity to improve not only transportation and housing facilities and conditions influencing public health, recreation and education, but all

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phases of community life, by having as a goal a community as near the ideal as possible.

Successful community planning is only possible where the citizens have awakened to their duties and responsibilities as citizens, most effectively aroused by some community organization which shows what the conditions in the community are and what ought to be done to improve them. Generally our forms of municipal government stifle civic pride, provide no means by which the people may keep in touch with the community needs, with the result that they lose their sense of responsibility and little is done to provide for the broad needs of the present or the future.

Community planning seeks reform, to develop such clear civic thought, courageous civic spirit, that the apathetic, down-at-the-heel town is replaced by the community with a purpose.

It cannot be too strongly stated that the cost is infinitely greater to correct the evils arising from a poorly planned scheme of construction, whether concerned with the building of a house or a city, than it is to build new.

Small towns should not confuse their problems with those of the great urban center.

City planning, because it is usually remedial, is necessarily costly, though much in city planning is preventative and in a broad way, by the control of future development, combines the intensified problems of small communities with those developed by years of neglect. For any small community a town plan insuring healthy and systematical development is sure to be profitable. It does not suggest large changes in present conditions, but provides an ideal for the needs of the future, and offers suggestions as to how that ideal may be reached.

Apart from any value to be measured in dollars and cents, town and city planning exerts a powerful influence in restricting the intensive use of land, an evil to which

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may be traced the most serious economic problems associated with our growth. Great cities throughout the world are spending millions annually in their efforts to minimize the evils resulting from the failure to guard against the haphazard location of factories, the herding of work people in unsightly and unsanitary districts and the slum tenement sections. Even now, in spite of the evidence which confronts them, the authorities in hundreds of towns are apparently blind to the growth of congested, unsanitary districts within their own borders.

Many towns might be cited where the risk of a serious conflagration is permitted to increase year after year, and the health and safety of the people is constantly jeopardized through the failure of the local authorities to adopt an adequate building code that would prevent the erection or use of flimsy or otherwise dangerous structures. It is to the credit of the citizens of Walpole that they have shown their determination to guard against the menace of the unsanitary tenement house district by their action in accepting the Tenement House Law of 1912. The adoption by the town in 1914 of a comprehensive building code is a further evidence of the right spirit and provides a means of protecting the public from the hazard of fire and other dangers due to faulty construction or improper use of buildings.

By the exercise of wise foresight and the expenditure of hundreds of dollars today, small growing towns and cities can insure against the payment of future thousands for the correction of mistakes due to the haphazard planning and construction of streets, parks, sewers and water systems. Millions of dollars of the people's money are buried in stub-end streets and sewers in our cities which will require the expenditure of additional millions to bring into harmony with the community's growth. Parks and playgrounds are being purchased at front foot prices

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which a generation ago could have been acquired by the acre. Taxpayers are bearing the burden of unjust tax levies. Municipal services and functions are seriously impeded or enormously increased in cost. Private business is paying the heavy toll due to disordered traffic routes. The aggregate burden of all these payments, by the incidence or shifting of taxation, must be borne by the wage earner, and is responsible for a large addition to the cost of living.

As the penalty of our failure to properly control building construction throughout the country or to check the erection of unsightly and flimsy tenement blocks and similar structures, we are paying a quarter billion dollars in fire losses every year. If we add to that sum the amounts paid for fire protection and insurance premiums we shall find that our failure to plan against the conflagration hazard in our cities and towns is costing us almost a billion dollars every year.

Any town which has adopted an official plan has, however, only taken the first step in intelligent planning. The execution of the plan must not only mean that the plan is sound but demands persistent effort backed by enthusiastic coöperation of the citizens of the community.

The interest accruing upon the investment in various improvements proposed by a well conceived town plan and an efficient town planning administrative force will be found in the increased prosperity and happiness of the citizens. The individual will receive his return in economy, in convenience, and healthfulness, and in the improved condition under which the wage is earned; while to the town as a whole the advantage will be reflected in the improvement of methods, in the development of business, and in insuring the future growth and expansion of the entire community. To the property owner it offers the advantage to be derived from the enrichment of his

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estate and from the increase of taxable value through the opening up of new sections and the improvement of older ones; the addition to the assessor's rolls bringing increased revenues without increase in the normal tax rate. To the business man it insures equally profitable advantage in the facility it will afford for the healthy expansion of the industrial and commercial activities of the town.

Apart from the direct benefit to the town which results from the adoption of a comprehensive and carefully planned program of street, park and general development, there is the added factor of attractiveness. The advertising certain to follow the adoption of a progressive policy is bound to bring speedy returns in an increase in population and a corresponding increase in land values.[1]

Like the individual, a town or city is invariably judged by the appearance it makes. If the general effect, as shown in its public buildings, churches, schools, streets, and homes is that of a well-ordered, self-respecting, beauty-loving community, its influence is immediately felt. Every visitor or traveler brought into personal touch with these evidences of progressive spirit immediately responds to their influence and is unconsciously transformed into a medium for spreading the fame of the town as a place in which to live and rear a family, or as a place where business may be done cleanly and with economy.

The charm of the town as a place of residence never fails to make its appeal to persons seeking country homes. The higher types of industry seeking suburban locations will be certain to select those where municipal improvement has been carried farthest. The consequence of their selection is immediately seen in the increase in the town's

[1] Dr. Albert Sudekum, the German economist, has estimated that every newborn child in the city of Berlin represents an increase of $400 in the land value throughout the city. Mr. David Gibson of Cleveland estimates as high as $1,000.

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taxable value of personal wealth and a proportionate lowering of the tax rate. Professional men, business men, and thrifty members of the wage earning class will be found responding to the appeal of life in the open country where enjoyable and beneficial conditions are assured.

At the present time more than one hundred cities and towns in this country and abroad are engaged in the preparation or execution of plans varying in cost and comprehensiveness from the two hundred and fifty million dollar project of Chicago, or the ambitious plan of the city of Paris to quadruple her present area, to the more modest but no less ambitious plan of the town of Walpole. To enumerate them or to attempt any description of their scope or character is beyond the limits of this survey. A few instances of the progress made by smaller communities may, however, be noted.

We have an example of the benefits due to careful planning in the development of *Boston's* "Back Bay" district. Fifty years ago this territory consisted of five hundred acres of unsightly mud flats. Today it is cited as one of the finest residential districts in the country and represents a real estate assessment in excess of a hundred million dollars; while the tax revenue derived from it each year far exceeds the cost of the original improvement.

The things for which *Brookline, Mass.,* is justly celebrated, her public buildings, schools, libraries, parks, playgrounds, gymnasia, and broad, tree shaded streets and avenues, have not been procured at the price of a high tax rate. It might be argued that Brookline's tax rate is low because of the great number of her wealthy residents; yet it would be absurd to suggest that those individuals would chose a slummy, unattractive town as a place of residence merely because of a low tax rate. They require, as we all should, something more in the selection of a home

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site, and these things of value Brookline has offered with profit to herself and benefit to all her citizens.

The little city of *St. Petersburg, Fla.,* has applied its "city healthful" plans to all public improvements and general municipal building projects. Its plans for the improvement of the city water front, recently acquired by the city, are unique in this country.

Belmont, Mass., a town but little larger than Walpole, offers an inspiring example of the value of intelligently directed public spirit. A civic center, trade center, parks, gymnasia and a swimming pool are some of the important achievements that have resulted from the determination of Belmont citizens to make of their town an ideal community. The town of *Winchester, Mass.,* recently adopted a civic center scheme and began work almost at once upon a bridge and dam which form important features of the plan. *Billerica* is a typical example of the Massachusetts mill town in which the mill officials have been active in promoting the general improvement of the community. Cottages for work people, planting of trees, shrubs and flower plots along the streets, prizes for the best kept premises, window, porch and vegetable gardens, and the issuing of books of instruction on gardening and planting, are forces which unite to give to the village the appearance of an extensive park. *Decatur, Ga.,* is a little southern town whose ideals and pluck have resulted in transforming it from the condition of a country village into a modern, highly developed and beautiful suburban town. *Haworth, N. J.,* a little community neither rich nor poor, has an enviable record of practical achievement to its credit. The work of the *Laurel Hill Society* at *Stockbridge, Mass.,* affords an illustration of the result possible through the efforts of an energetic and enthusiastic improvement society. It is difficult to believe that until very recently this was a commonplace, shabby, country town. *Montclair, N. J.,* is another ex-

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ample of the power of awakened public spirit. Although possessed of many natural advantages, and an intelligent and prosperous resident population, it was fast falling a prey to local inertia and lack of constructive forces. Today it is a town with a plan and a future. *Reading, Pa., Grand Rapids, Mich.,* and *Springfield, Mass.,* are among the cities of moderate size that furnish inspiring examples of foresight in their early recognition of the value of city planning. *Newark, N. J.* demonstrates in a practical manner the importance of immediately following up the formal adoption of a city plan with definite action toward putting it into effect. Within a month from the date of the official adoption of the Newark City Plan, a large appropriation had been granted by the city council and work was started upon one of the most important features of the scheme.

As an example of community enterprise in putting a town plan into effect, Mr. John Nolen, in a pamphlet on *Comprehensive Planning for Small Towns and Villages,* published by the American Unitarian Society of Boston, calls attention to *Glen Ridge,* a New Jersey borough of twenty-five hundred population. Within one year after the completion of the Glen Ridge town plan and report, definite and substantial progress had been made on each of the twelve recommendations contained in the report, while six of the twelve, and these the most important in the list, had been carried out completely.

So general is the awakening to the importance of town and city planning that many states, as in the case of Massachusetts, New Jersey, New York, Pennsylvania, Ohio, and California, are endeavoring through the passage of legislation to permit or compel all cities and towns within the commonwealth to plan for their future growth and to increase the efficiency of their administrative functions.

In Massachusetts the task of promoting efficiency in city and town building has been committed to the Homestead

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Commission. The first definite result of its investigation of the subject was the passage of Chapter 494 of the Acts of 1913 which makes it mandatory upon cities and towns of over 10,000 population, and optional on all others, to create local planning boards to study the resources, possibilities and needs of their respective communities, and to make plans for their development with special reference to housing. Under the act, the Commission is directed to advise local boards, make suggestions as to ways and means and to assist them in every way possible. Specific powers have been granted to these Town Planning Boards by chapter 165 of the Acts of 1915, which provides that the boards may, by vote of the towns, act as park commissioners with all powers and duties of such commissioners. The Commission has already published several reports and leaflets. Its *Reports* for 1913 and 1914 are of special interest and contain excellent reviews of housing methods abroad. In summarizing the work to be accomplished by the local planning boards, the Homestead Commission says:

> Local planning boards are undertaking a work of vital importance to their cities and towns. Inevitably vast sums of money will be expended in the future as in the past, on both public and private improvements. By pursuing a competent, systematic plan, the municipality can save money and at the same time get better results. A carefully devised plan, made far in advance, showing when and how improvements should be made, fitting them properly with other improvements past and to come, means not a greater but a smaller outlay, and insures uniformity.

The formation of the Massachusetts Federation of Planning Boards last year is regarded as an important step toward securing greater coöperation and general advantage in all matters relating to planning among the cities and towns throughout the state. A Committee on Legislation

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of the Federation is already at work on a study of legislation which would facilitate the carrying out of plans or recommendations of local planning boards.

Far-reaching effects are predicted as a result of the recent action of the New York Real Estate Association placing itself on record as in favor of establishing residential and business districts, and of limiting the height of buildings throughout the city.

SOME CITIES HAVING MUNICIPAL PLANS OR UPON WHICH REPORTS HAVE BEEN MADE

Akron, Ohio
Albany, N. Y.
Alton, Ill.
Altus, Ohio
Atlantic City, N. J.
Baltimore, Md.
Bangor, Me.
Berkeley, Cal.
Billerica, Mass.
Binghamton, N. Y.
Boston, Mass.
Boulder, Col.
Buffalo, N. Y.
Calgary, Alta.
Cedar Rapids, Iowa
Chattanooga, Tenn.
Chicago, Ill.
Cincinnati, Ohio
Cleveland, Ohio
Cohasset, Mass.
Cohoes, N. Y.
Colorado Springs, Col.
Columbia, S. C.
Columbus, Ohio
Council Bluffs, Iowa
Dallas, Tex.
Dayton, Ohio
Denver, Col.
Des Moines, Iowa
Detroit, Mich.
Dover, N. J.
Dubuque, Iowa
Erie, Pa.
Fayetteville, N. Y.
Fort Wayne, Ind.
Gary, Ind.
Glen Ridge, N. J.
Grand Rapids, Mich.
Greenville, S. C.
Hamilton, Ohio
Harrisburg, Pa.
Hartford, Conn.
Honolulu, Hawaii
Houston, Tex.
Indianapolis, Ind.
Ithaca, N. Y.
Jamestown, N. Y.
Janesville, Wis.
Jersey City, N. J.
Johnstown, Pa.
Kansas City, Mo.
Knoxville, Tenn.
La Crosse, Wis.
Little Rock, Ark.
Los Angeles, Cal.
Louisville, Ky.
Madison, Wis.
Madison, N. J.
Memphis, Tenn.
Milwaukee, Wis.
Minneapolis, Minn.
Montclair, N. J.
Montreal, Que.
Newark, N. J.
New Haven, Conn.
New London, Conn.
Newport, R. I.
New York, N. Y.
Norfolk, Va.
Oakland, Cal.
Ogdensburg, N. Y.
Oklahoma City, Okla.
Omaha, Neb.
Ottawa, Ont.
Peoria, Ill.
Philadelphia, Pa.

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Pittsburgh, Pa.
Portland, Me.
Portland, Ore.
Providence, R. I.
Raleigh, N. C.
Reading, Pa.
Ridgewood, N. J.
Roanoke, Va.
Rochester, N. Y.
St. Joseph, Mo.
St. Louis, Mo.
St. Paul, Minn.
Sacramento, Cal.
Salem, Mass.
San Diego, Cal.
San Francisco, Cal.
San José, Cal.
Santa Barbara, Cal.
Savannah, Ga.
Scranton, Pa.
Seattle, Wash.
Spokane, Wash.
Springfield, Mass.
Syracuse, N. Y.
Toledo, Ohio
Topeka, Kan.
Toronto, Ont.
Trenton, N. J.
Utica, N. Y.
Walpole, Mass.
Washington, D. C.
Waterbury, Conn.
Waterloo, Iowa
Watertown, N. Y.
Wayland, Mass.
Winchester, Mass.
Winnipeg, Man.
Worcester, Mass.

Recent Town Planning Legislation

New York: Chapter 699 of the Acts of 1913, authorizes cities and towns to appoint planning commissions.

Pennsylvania: No. 345 Acts of 1911 authorizes cities of the third class to appoint planning commissions. Another act, No. 416 of 1913, creates a suburban planning district for the metropolitan district of Philadelphia.

Massachusetts: Chapter 494 of the Acts of 1913 makes the establishment of planning boards mandatory for all towns and cities with a population in excess of 10,000. Subsequent amendment, Chapter 283, Acts of 1914, makes acceptance of this act optional in towns having less than 10,000 population.

New Jersey: Chapter 72 of the Acts of 1913 authorizes cities of the first class to appoint planning commissions.

California: An amendment to the city charter of San Francisco provides for the establishment of a planning commission.

Canadian Town Planning Act: Alberta, Can., Town Planning Act; Nova Scotia, Can., Town Planning Act; Ontario City and Suburbs Planning Act; New Brunswick Town Planning Act; Toronto Planning Act.

Wisconsin: Laws 1909, Chapter 162.

Ohio: Bill No. 660, to provide for a city planning commission in Municipalities, to take effect January 1, 1916; Cleveland,

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Ordinance No. 32,476, establishing a City Planning Commission as required by Section 77 of the City Charter.

California: Chapter 428, An act to provide for the establishment, government, and maintenance of city plan Commissions within municipalities. Approved May 21, 1915.

Nebraska: Senate bill No. 94, creating a city plan board in cities of the metropolitan class.

Charters of Toledo and Dayton, Ohio.

SUMMARY — CITY PLAN COMMISSIONS IN THE UNITED STATES [1]

	1914	1915		1914	1915
Massachusetts	30	42	Michigan	1	1
Pennsylvania	9	17	Illinois	1	1
New Jersey	3	3	Nebraska	1	2
Connecticut	3	5	Missouri	1	1
New York	3	5	Kentucky	2	2
Ohio		1	Rhode Island	1	1
California		5	Minnesota	1	1
Wisconsin	1	1	Louisiana		1
Maryland	1	2			

Total, 1914 58
Total, 1915 91

Cities over 300,000 ..... 13 out of 18
Cities from 100,000 to 300,000 ..... 17 out of 44
Cities from 25,000 to 100,000 ..... 24 out of 121
Cities under 25,000 37

CITY PLANNING EVENTS — 1909–1916 [2]

1909

First Conference on City Planning in the United States, Washington, D. C.

First systematic instruction in city planning, School of Landscape Architecture, Harvard University.

First planning report for a metropolitan district, Boston.

[1] Compiled by the National Conference on City Planning.
[2] *Idem.*

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First state legislation authorizing plan commissions, Wisconsin.
Chicago plan commission established.
The Town Planning Act of Great Britain.

1910

Second Conference on City Planning, Rochester, N. Y.
City plan commissions in Detroit and Baltimore.
Act of Congress establishing building lines and special building restrictions for the District of Columbia.
First Town Planning Conference in London.
First town planning magazine, *Town Planning Review,* Edinburgh.
Berlin town planning exhibit.

1911

Third Conference on City Planning, Philadelphia.
First comprehensive municipal city planning exhibit, Philadelphia.
Pennsylvania legislation authorizing plan commissions for cities of the second class.
New Jersey legislation authorizing plan commissions for cities of the first class.
Plan commissions, Jersey City, Newark, St. Louis, Pittsburgh, Philadelphia, and Salem, Mass.

1912

Fourth Conference on City Planning, Boston.
First textbook on city planning in public schools, Chicago.
Dusseldorf town planning exhibit.
Plan selected for federal capital of Australia.

1913

Fifth Conference on City Planning, Chicago.
First legislation establishing metropolitan plan commission, Philadelphia.
First state legislation making mandatory plan commissions, Massachusetts.

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New York legislation authorizing plan commissions for cities and incorporated villages.

First charter containing mandatory provision for a plan commission, Cleveland, O.

First supreme court decision on the question of excess condemnation, Pennsylvania.

First state legislation empowering cities to establish residential and industrial districts: Wisconsin, Minnesota, Illinois, New York.

First state Conference on City Planning, Boston.

1914

Sixth Conference on City Planning, Toronto.

Conservation Commission of Canada establishes a town planning bureau.

National Association of Real Estate Exchanges appoints town planning committee.

First California Conference on City Planning.

1915

Seventh Conference on City Planning, Detroit, Mich.

1916

Eighth Conference on City Planning, Cleveland, Ohio.

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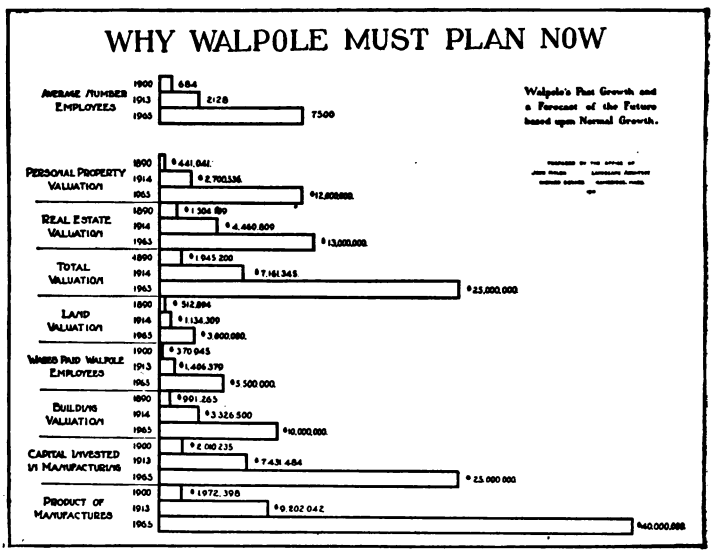

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CHAPTER III

CAN WE AFFORD IT?

It is a common mistake to think that town and city planning costs large sums of money. As a matter of fact, it saves money. If the plan for any development involves construction, it means that constructive work may be planned ahead, and intelligently and economically carried out.

The misconception in this country of what town planning involves has been due to the fact that early city and town planning activities were associated with world fairs, boulevards, civic centers, monumental buildings and the slogan, "The City Beautiful." It is true that if the mistakes of past unguided growth in a town are to be corrected by replanning, the cost is often great; but it is not essentially the purpose of town planning to deal with past errors and correction. The first principle of town planning is prevention.

It should be the aim of town and city planning administrators to secure funds to prepare a comprehensive plan for town development and acquire such control over undeveloped property that every step would be one forward. Such a plan would, of course, include schemes for improving existing town conditions. Every move would be made toward adequate streets and public squares, park and playground facilities, housing betterment and civic centers; but action should be taken only when the town could afford it.

In the course of fifty years there are in any progressive community so many changes that, with plans and a keen watchfulness on the part of some responsible official, many

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of the improvements, including large physical changes, can be effected at an actual saving.

Wise improvements are never a burden upon a town; luxurious improvements can only be excused when the prosperity of the community is such that they can afford to spread a little and express their civic pride in decorative monuments, public parks and splendid municipal buildings.

Town planning is needed not only if the people of the community wish to have the development from which all will profit, but it should be obligatory. Any town which is so lethargic that it is allowing evil conditions to develop must be awakened by legislative action. If a town is not sufficiently progressive to realize the value of having plans upon which to grow, and is unwilling to vote money for the topographical and other surveys needed in the preparations of such plans, it should be compelled thereto by state laws requiring towns to prepare at least town planning ordinances or by-laws,[1] following established standards, to govern town development. This would prevent the worst evils, in such a case, and would serve to protect the community as far as possible until a sufficient number of citizens, realizing the need of definite plans, demanded more progressive community action.

If a town has prepared adequate plans of development, to try to execute them at once and plunge recklessly into debt is to invite disaster.

However, many of the improvements which constitute a town plan, whether for Walpole or any other community, are not self-supporting; the question of financing, therefore, is a serious consideration.

The town of Walpole is an average, New England, rural, industrial community, growing at a normal rate. Its citizens, possibly, take more interest in town improvement

[1] *See* Appendix, *Bulletin 3,* Massachusetts Federation of Planning Boards.

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and development than in many communities, but its problems are typical of the problems of towns of this character.

While it is not possible to lay down hard and fast rules in financing, a review of the present financial conditions in the town of Walpole, and a forecast of its future expansion, as an example of conditions in an average town of this sort, may be helpful. Valuable suggestions may also be derived from the examples illustrating the experience of other communities in dealing with similar problems.

If a town has a purpose and a plan, the execution of that plan must of necessity be gradual; but no opportunity should be neglected to advance the entire project. Aside from the plans that govern new development, we should not lose sight of the fact that expenditures to correct past mistakes, to effect improvements to streets, and to purchase land for future public needs, will ultimately repay, in one form or another, the entire cost. It is to the future that city and town planning looks for profit, and in this it has the inspiring example of the nation's record of industrial and commercial expansion.

The most common method of meeting extraordinary expenditures for the acquisition of property or the promotion of enterprise, whether public or private, is through the exercise of borrowing power. No great corporation hesitates to go into debt as a means of expanding its field of operations. A comparison of the debts and assets of our large cities with those of great industrial and public service corporations will readily absolve the municipalities from the charge of being guilty of blind extravagance in the matter of debt issue. Those cities of Europe that are so often held up to us as models of municipal administrative efficiency boldly pledge their credit for the general benefit. Millions are borrowed for the development of harbors and docks, parks, boulevards, theaters, transportation schemes, workingmen's dwellings, garden suburbs, etc. Here in the

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United States, we have the example of the city of New York, with a debt greater than the national debt.

The first consideration of the city, town or individual about to borrow should be a study of their future prospects as affecting their ability to meet their obligations as they become due. The most limited investigation into the financial condition of Walpole establishes her conservatism in the matter of debt. On December 31, 1915, the outstanding fixed debt of the town amounted to $200,739.00. Of this amount, $76,550.00, representing water debt, was outside of the legal debt limit fixed by statute, leaving the amount of the debt inside the limit at $124,189.00. Under the provisions of the statute which fixes the debt limit of towns at three per cent upon the average valuation of the three preceding years, the town was entitled to borrow $81,000.00 more than it had actually borrowed. As many of the improvements included in the town plan are of such a character that money to complete them would have to be borrowed within the debt limit, a survey of the possible growth of the borrowing capacity of the town, based upon the growth shown during the past few years, should be of interest.

Consideration of the industrial and general growth of any community will always be pertinent to the question of its ability to care for its financial obligations. In this particular, as regards the town of Walpole we find assuring indications of healthy and continued growth. During the ten years from 1905 to 1915 the population of the town increased from 4003 to 5478, an increase of 37 per cent. In the eight years from 1905 to 1913, capital invested in manufacturing industries in the town increased from $2,734,813 to $7,431,484, a gain of 184 per cent; the number of wage earners from 943 to 2128, or 102 per cent; the amount paid in wages to those employed in industries advanced from $486,186 to $1,406,379, or 190 per cent;

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while the value of the annual product of Walpole's industries has grown from $3,211,066 to $9,202,042, or 187 per cent.

Figuring the future increases, not upon a percentage basis but upon the basis of actual increases as indicated by the absolute figures from year to year, we may confidently expect that the year 1940 will see Walpole a city of 12,000 inhabitants, with a property valuation of more than $20,000,000. In that year, 5,000 Walpole wage earners should be turning out manufactured products having an annual value of $30,000,000, and receiving $3,500,000 a year in wages. If this estimate errs, it is only in that it is too conservative. Few citizens of Walpole realize that from 1895 to 1915 the total land value in the town practically doubled, that the value of buildings more than doubled, that personal property value increased six fold, or that the total valuation of the town is three and a half times as great as it was in 1895. What applies to Walpole applies equally to any city or town. An analysis of this character is certain to be instructive and a source of encouragement.

It is to meet these changing conditions and to insure their efficient treatment that Walpole is now devising and putting into operation a comprehensive and wisely ordered policy of expansion and development. The estimate of future growth furnishes a basis for the assumption that the town will be amply justified in extending her activities and fully competent to provide for any reasonable increase in her debt obligations. Assuming only that the increase in valuation during the next twenty-five years will be at the same rate per year ($500,000), as in the past few years, and disregarding the fact that the increase on a percentage basis would be much greater, we find that Walpole during the next twenty-five years could borrow $15,000 annually on the sole security of her increase in valuation; while the total borrowing capacity within the debt limit in 1940 would

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be $600,000. In the matter of general taxation we find the resources of the town increasing with its needs. Estimated on the basis of a $17 tax rate, the normal tax rate of the town during the last twenty years, the revenues of the town from taxation will be found to increase at the rate of $8,500 each year; while the total amount available from this source in 1940 would be, in round numbers, $340,000.

A review of the financial condition of the town is naturally followed by consideration of the statutes regulating the borrowing power by cities and towns. The various laws controlling the administration of municipal finances in Massachusetts, as changed or modified by Chapter 719 of the Acts of 1913 and other acts, have been collated and published in a pamphlet issued by the Massachusetts Bureau of Statistics. Under the provisions of Chapter 719 of the Acts of 1913, the purposes for which money may be borrowed by cities or towns are divided into two general classes: those within the debt limit fixed by law, and those which may be incurred outside, or in excess of the limit. While in Massachusetts there is no constitutional control of public debt, the limit is fixed by statute at two and one-half per cent on the average valuation of the three preceding years for cities, and three per cent for towns. Thus, a town whose average valuation for three years has been $7,000,000 is empowered to borrow money, within the limit, until the aggregate of all such sums amounts to $210,000. For loans outside of the limit special legislative authority is required and the amount of such debt is not considered in figuring the debt limit. In fact, there are cities whose debt outside the limit greatly exceeds their debt issued within the limit. It should be remembered, however, that it has been raised for laudable purposes and by legislative sanction. As a further safeguard against the careless pledging of municipal credit, the law provides that

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no debt, whether inside or outside of the limit, except temporary loans, may be incurred unless authorized by a vote of two-thirds of those voting at a town meeting, or by vote of two-thirds of all the members of a city council.

The specific purposes and terms for which money may be borrowed by cities and towns in Massachusetts are described, in Sections 5 and 6 of Chapter 719 of the Acts of 1913, as follows:

1. For the construction of sewers for sanitary and drainage purposes and for sewage disposal, thirty years.

2. For acquiring land for public parks under the provisions of chapter twenty-eight of the Revised Laws and amendments thereof, thirty years.

3. For acquiring land for, and the construction of, schoolhouses or buildings to be used for any municipal or departmental purpose, including the cost of original equipment and furnishing, twenty years.

4. For the construction of additions to schoolhouses or buildings to be used for any municipal purpose, including the cost of original equipment and furnishings, where such additions increase the floor space of said buildings to which additions are made, twenty years.

5. For the construction of bridges of stone or concrete, or of iron superstructure, twenty years.

6. For the original construction of streets or highways or the extension or widening of streets or highways, including land damages and the cost of pavement and sidewalks laid at time of said construction, ten years.

7. For the construction of stone, block, brick or other permanent pavement of similar lasting character, ten years.

8. For macadam pavement under specifications approved by the Massachusetts Highway Commission, five years.

10. For the purchase of land for cemetery purposes, ten years.

11. For such part of the cost of additional departmental equipment as is in excess of twenty-five cents per one thousand dollars of the preceding year's valuation, five years.

12. For the construction of sidewalks of brick, stone, con-

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crete or other material of similar lasting character, five years.

13. For connecting dwellings or other buildings with public sewers, when a portion of the cost is to be assessed on abutting property owners, five years.

14. For the abatement of nuisances in order to conserve the public health, five years.

15. For extreme emergency appropriations involving the health or safety of the people or their property, five years.

SECTION 6. Cities and towns may incur debt, outside the limit of indebtedness prescribed in this Act, for the following purposes and payable within the periods hereinafter specified:

1. For temporary loans under the provisions of section three, four or nine, one year.

2. For establishing or purchasing a system for supplying the inhabitants of a city or town with water, or for the purchase of land for the protection of a water system, or for acquiring water rights, thirty years.

3. For the extension of water mains and for water departmental equipment, five years.

4. For establishing, purchasing, extending or enlarging a gas or electric lighting plant within the limits of a city or town, twenty years; but the indebtedness so incurred shall be limited to an amount not exceeding in a town five per cent and in a city two and one-half per cent of the last preceding assessed valuation of such town or city.

5. For acquiring land for the purposes of playgrounds as specified in section nineteen of chapter twenty-eight of the Revised Laws and amendments thereof, thirty years; but the indebtedness so incurred shall be limited to an amount not exceeding one-half of one per cent of the last preceding assessed valuation of the city or town.

It will be seen from the above that practically all of the objects or improvements included in the Walpole town plan are such as would permit of the issue of ten- or twenty-year loans to provide for their completion.

Apart from the borrowing of money and the payment of the cost of town planning from general revenues, the

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levy of assessments upon specially benefited property under the Betterment Act, the use of the power of excess condemnation and the exercise of the right of eminent domain are methods of procedure which may be resorted to. Exercise of the right of eminent domain, which permits the state or any of its subdivisions to condemn property needed for the general benefit or advantage, allowing the question of compensation therefor to be determined by the courts, is so well understood as to require no more than a reference to it.

Through the recent vote of the town accepting the Betterment Act it is possible to recover a portion of the cost of an improvement from the owners of property specially benefited. To prevent any misunderstanding as to the subsequent use of this act, it should be stated that there is absolutely no purpose to seek its general application. Neither is it advisable to use it in every case. It is essential, however, that the town be at all times in a position to enforce its just demands. Otherwise a needed improvement might be prevented or delayed through the opposition of one individual, regardless of the benefit to the neighborhood or of the fact that every other person liable for assessment on account of the improvement was willing and anxious to assume his just share in the cost.

The method of paying for public improvements by the levy of special assessments upon the owners of benefited property is based upon the principle "that those persons whose property has been clearly increased in market value by an improvement effected by the local authorities should especially contribute to the cost of such improvement."[1] There is no reason why the town should not demand that the owner defray at least a part of such expense. All that is asked is that when a person secures an enrichment to

[1] Cooley on Taxation.

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his estate, and the expense, if not borne by him, must be borne by all the taxpayers in the town, he shall make reasonable compensation. Under the provisions of the Betterment Act, the maximum amount of such an assessment is limited to fifty per cent of the actual benefit. There can be no question as to the equity and fairness of this principle. The person assessed pays not only because he obtains a special benefit, but because the benefit is joined to an expense the burden of which finds a fitter resting place upon his shoulders than on those of persons not specially benefited. No unavoidable hardship is likely to result from the application of this principle, as the total assessment may be divided and spread over a term of years. In some instances cities have resorted to the plan of deferred assessments: the city carrying the assessment charges until such time as there is evidence that actual benefit has accrued to the various estates as a result of the improvement.[1]

Hundreds of examples might be cited to show the efficacy of the special assessment method of paying for public improvements. The experience of Kansas City will, however, be sufficient to indicate its possibilities. That city recently laid out 4,000 acres of parks and boulevards at a cost of $10,000,000, without the issue of bonds to cover the expense. The entire amount was secured by levying upon the abutters the cost of the various improvements. Upon completion of the work, it was found that the value of the land surrounding the parks had increased in value 325 per cent, while from $25 to $50 per front foot

[1] After two years' study by a special commission, a bill has been presented in the Massachusetts legislature providing for a uniform method of land taking and assessment for benefit. This law would permit of assessment of the entire cost of an improvement and allows of assessment over a benefited district. Certain changes have been suggested in the measure as drawn, which if enacted into law will be a significant step forward in betterment assessment legislation.

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value had been added to the land fronting on the parkways and boulevards. Of this increase the city took 25 per cent for the park costs and allowed the property owners to benefit by the remainder. Raymond Unwin, the British town planning expert, in an article in the *Liverpool Town Planning Review,* cites Kansas City as an example of a community whose business sagacity enables its citizens to see the direct advantage of paying their share of the cost of public improvements that will increase the market value of their estates. He points out that from 1896 to 1913, Kansas City has spent $11,679,902 for parks, etc., and collected 82.3 per cent of this sum from the owners of property deriving special benefit; the balance of 17.7 per cent being paid out of general revenues. The making of these various improvements has had so marked an effect in increasing the value of property that the people no longer look askance at special assessments.

The power of excess condemnation by which any city or town in the state may take more land than is actually required for the purpose of improvement makes it possible to recover a large portion of the original cost by the sale of land remaining after the completion of the improvement. This power has been established by statute in Maryland, Virginia, Pennsylvania, Ohio, and Connecticut, and by constitutional amendment in Massachusetts, New York, and Wisconsin. By the enactment of special legislation in 1915, the application of this principle by the cities and towns in New York has been made more effectual. Through the authority conferred by Chapter 263 of the Acts of 1915 in Massachusetts, cities and towns may take by right of eminent domain, without special permission of the legislature, land needed for municipal purposes, the price of which is not more than twenty-five per cent in excess of the average valuation of the three preceding years.

In this chapter we have presented the resources and pros-

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pects of Walpole as a typical New England town. It is necessary that any town or city have a clear statement of such conditions before the citizens can determine the desirability of any public improvement or development and their ability to assume the cost involved.

City and town planning should return its cost many times over through increased town prosperity, appreciation of town property and improved social and civic conditions.

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CHAPTER IV

WAYS AND MEANS

WHEN a town plan has been prepared, the first step is to devise a scheme by which all land for the future development of highways, parks, playgrounds, public buildings, schools and other public needs may be acquired, as well as sufficient control over private property to insure development following the comprehensive plan for a greater town.

There is no adequate legislation in any state of this country which makes it possible systematically to take care of the future, by sufficient control of private property. Gradually, however, public opinion is being formed, and by constitutional amendments and a broader interpretation of community rights, we may expect, in the near future, legislation giving municipalities the control found necessary to protect public rights, such as provided by recent town planning legislation in Canada.

Nevertheless under the present conditions there are many ways in which certain control over land needed for development can be acquired in spite of limited legislative assistance. Success, however, can only be attained through the force of community spirit.

A community organization is needed to lay all the facts before the citizens and outline a plan of action. Wherever the existing legislation, if the town or city has an advanced form of government, has kept up to the times and has provided an efficient administrative force, supported by a community organization, some way will be devised whereby a

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comprehensive town plan shall be followed in all town development and improvement.

A community should first make a list of all existing state laws and statutes that determine the powers of the municipality over public improvement.[1] Second, such by-laws and ordinances should be passed as will give every possible aid to the work of town planning officials.

In acquiring land it is essential to have a constructive program. Under present conditions a community organization, in the form of a municipal research bureau, chamber of commerce, improvement league or a community organization as suggested for Walpole, can be most effective as the moving spirit. Such a program should include provisions for acquiring any needed land whenever opportunity demands, and for prevention of the development of land which would render the successful carrying out of a comprehensive town plan impossible, or enormously costly, through the correction of mistakes. Knowing the rights that the town has over property is the first step. Acquiring the rights needed is the second step.[2]

Throughout the country, local boards of trade have been a powerful agency in forming public opinion in promoting city and town planning. It is true that every successful board of trade, improvement association or other community organization owes its success to the enthusiasm and foresight of the members of such an organization. The business men of the town have come to regard planning for future growth as representing good judgment. The city or town that is planning its future is in the best position to appeal for the location of new industries. Bringing in

[1] *See Bulletin No. 2,* Massachusetts Federation of Planning Boards.

[2] A list of laws and statutes passed by the state of Massachusetts covering town improvement, prepared by the town of Walpole, is published in the Appendix.

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new industries of the right sort means additional opportunities for the employment of wage earners and increased purchasing power for the community. Its value in providing funds for carrying out various improvements as planned is to be found in the increased revenues from new sources of taxation, both of the property of the new business concerns and through the general increase in land and building value resulting from the general expansion and increase in population. The location of a million-dollar plant, or of a number aggregating the same amount in value, would provide, through increased revenue from taxes, all of the money necessary to carry out a comprehensive town planning scheme in Walpole or any similar community; and that without increase in tax rate or debt.

The number and character of the activities undertaken by commercial organizations are almost without limit. The improvement of educational facilities, the establishment of new parks and playgrounds, the adoption of improved forms of government, increased efficiency in the conduct of local governments, the betterment of housing conditions and the promotion of municipal improvements generally are among the matters given consideration.[1]

As stated in our chapter upon Community Organization, however, we believe that it is not the function of a commercial organization to scatter its energies upon such a broad program of social and civic work. A board of trade can be most effective in a program of town building by concentrating its forces upon the problems connected with industry, commerce and housing development of the town. In any town planning scheme these are the most difficult problems to solve, and if the business men in the community would give their attention to this phase of the work, leaving

[1] *Commercial Organizations,* Bulletin of the United States Department of Commerce, Special Agents Series, No. 79.

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the other details of town planning to the town administrative forces or other social groups; or, if the town lacked organization, bring about the organization of town forces, much more definite accomplishment would result. The women of the town are a most influential factor in social and civic phases of town building, and it is only through a broad plan of community organization that their coöperation can be secured in the work of town building.

When a town has appointed a town planning board and developed sufficient understanding of town needs to give it adequate powers; when a town planning board has developed an understanding of its problems, and plans have been prepared, after careful survey of existing conditions, a town organization is necessary, if the plans of town development are to be successfully carried out. With the citizenship aroused, a movement should be initiated to bring about an agreement among property owners providing for the insertion of clauses in all deeds for the subsequent transfer of land, so farsighted as to secure, as far as possible, conformity with the general scheme of town development.

Lack of foresight in the matter of acquiring land for later improvement is bound to prove expensive. Land in a small, growing industrial town can never be purchased more cheaply than at present. Every dollar spent by the town in future development is certain to result in an increase in general land values throughout the town. The penalty of neglect in this regard is unavoidable. Ten, or even five, years hence the town may find itself compelled to pay double or treble the present price of land; partly because of the increase in land value due to added population and expanded industry, but chiefly because of the large sums spent by the town for various public improvements. No intelligent person anticipating the purchase of an isolated or unimproved plot of land would expend considerable

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sums in laying out roads that would make it accessible or otherwise improving it before even negotiating for its purchase. Yet that, in substance, is exactly what many of our American cities and towns are doing today.

An admirable lesson in this particular might be drawn from a study of the methods of European cities in providing for future public improvement. "More than two-thirds of the entire area of the city of *Ulm,* in Germany, is owned by the municipality, which is constantly buying land to sell at a profit or to check speculative manipulation. From 1891 to 1913 the city purchased approximately 1,700 acres at a cost of $2,750,000; and sold 670 acres for $2,400,000; acquiring as a result of these transactions about a thousand acres for less than $400,000."[1] The city of *Berlin* owns 45,000 acres outside of the city limits, *Breslau* owns about 15,000 acres, outside the city, and *Görlitz,* a comparatively small city, owns 78,000 acres outside the city limits. These lands are generally purchased from special funds as an investment and to control future growth. In a single year, 1908, nineteen million dollars was invested in this way by 61 cities throughout the empire.

Land in Germany is held by many more persons than is the case in this country. Hence it is often difficult for owners, when a new town plan is prepared, to comply with all the arrangements indicated on it. As a result many sales or exchanges of real estate must be made before adaptability to the changed conditions is brought about. To facilitate such operations, Doctor Addickes, the *Oberbuergermeister* of *Frankfort am Main,* in 1902 obtained the passage of an Act known as the *Lex Addickes* which enables the municipal authorities of Frankfort to temporarily expropriate all the land in a district for which a new plan has been prepared. By this process, which they term

[1] E. E. Pratt, in *American City,* Sept., 1914.

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umlegung, the property owners are compelled to deed their lands to the city, which then deducts from the whole area such parts as are required for streets, squares, parks, playgrounds, building sites, etc., and redistributes the remainder among the original owners in lots suitable for building purposes.

The experience of *Greenville,* Pa., a town of about the same size as Walpole, is suggestive as to how land may be acquired in part without drawing against the financial resources of the town. "As a first step, the local improvement committee of Greenville secured all the low or broken land, triangles at the intersection of streets, etc. The title to these various plots, which were generally of little value, was then vested in the town. When adjoining owners were subsequently benefited by the improvement of these spaces the request of the committee for a contribution was readily assented to. Where it was found impossible or inexpedient to buy lands needed for the extension of the existing park system, and to forestall the increase in price which would follow improvements actually decided upon, it has been the policy, before accepting such parcels as were already available, to secure options on all adjoining lands for as long a period as possible. The purchase of these latter lands can thus be made without the payment of increased value on account of work already done by the town. When a park or portion of proposed park has been acquired it has been maintained in a natural state at the smallest possible expense, reliance being placed upon the neighborhood association or young people's societies to keep it in order. This policy has insured the town against being compelled to pay high prices for land made valuable by the town's own efforts, and permits of developing the entire plan as circumstances warrant." [1]

[1] P. T. Farwell, in "Village Improvement."

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Helpful suggestions as to ways and means are to be found in a study of the town planning methods of other countries. While the general application of foreign methods to American conditions would not be possible, certain features of town planning as practiced abroad are worthy of more than passing attention. Thus, the Canadian Town Planning Act of 1912 provides for the creation, by the city or town authorities interested, of a company to carry out the scheme. These authorities may on vote of the city council guarantee the bonds of such a company in whole or in part to the value of one-half the capital required for the enterprise. In case application is made by any private company for authority to prepare a town planning scheme which shall include the erection of buildings for housing purposes, the city or town authorities may guarantee bonds that may be issued for the completion of such an enterprise in the same manner as if they were themselves to initiate a company for the purpose.

Consideration should also be given to the possibility of creating an administrative corporation equipped with clearly defined powers. Recent action by the citizens of Walpole in granting certain specific powers to the Town Planning Committee provides, in some measure, for the creation of a body of the character suggested. The powers of the Committee, however, are limited to the preparation of reports, and the approval or disapproval of plans. Viewed purely as a business proposition it would appear that much might be done by a construction corporation, either public or quasi public, intrusted with the actual labor of putting various features of the town plan into operation. The formation of a civic improvement trust similar to those created for promoting public improvements in Canadian and Indian cities, working in conjunction with the proposed coöperative real estate association, might be considered.

The city of *Toronto* recently petitioned the provincial

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legislature for authority to create a trust of this character clothed with full powers for the effective performance of its duties. It was proposed that the trust would undertake the acquirement of parks and playgrounds, the construction of boulevards, the carrying out of street widenings and extensions and similar enterprises upon which the city authorities had decided. When a street improvement had been authorized by the city council the project would be turned over to the trust which would have the power to buy the land needed for the improvement, so as to preclude claims for damages against the city. Instead of taking the 60 or 70 feet necessary for the proposed street, the trust would be empowered to purchase a strip of 200 or 300 feet in width. After the completion of the improvement, the trust would sell the front lots left over, the profits resulting from their enhanced value going toward the cost of the improvement which would then be turned over to the city at a lower cost than would have been possible if done directly by the municipality. Other improvements could be carried out in a similarly economical manner. The city, in addition to having its work done cheaply, would be relieved from certain legal liabilities which are frequently troublesome through lack of direct control, beside being freed from the pressure of local personal appeals or purely political considerations.

Another feature of foreign method worthy of study is to be seen in the operation of the Public Works Loan Board. The idea of a state loan board similar to the Public Works Loan Commission of Great Britain, which renders financial assistance on easy terms to planning and housing projects, might be profitably adopted in this country, and possible legislation to that end would be worthy of study.

Active and hearty coöperation is absolutely essential to the success of any scheme affecting the general welfare. The aid of private philanthropy has heretofore been will-

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ingly and frequently extended to the town of Walpole. And it has never been in the guise of charity, but in recognition of and in response to the promptings of civic duty. That such assistance will continue to be rendered as need arises may confidently be expected. The successful business man is not fulfilling his real function by merely making his fortune in a town. Side by side with proper pride in commercial achievement, there should be developed a sense of obligation and civic duty to the community as a whole. Their future duty can be performed in no better way than by assisting the town to become a place where the people, through whose labor the industrial advance of the community has been gained, may live comfortably and happily. Nor will their duty be best performed through the making of gifts to the town, but rather in the assistance which individuals and organizations may render in securing or developing certain essential features of the town plan or in promoting the general advance in other directions.

As the development of the town must necessarily be advantageous to the railroads entering it, whether steam or trolley, it is but proper to endeavor to enlist their support in fostering that development. The town authorities should interest themselves in the effort to bring about an improvement of the conditions usually existing in the vicinity of the railroad stations.

Development should always follow a comprehensive town plan; but the people of the community must decide just what recommendations for improvement are of first importance. Those which are of greatest public interest should be accomplished first. Again the necessity of a community organization, for complete success in working out town plans, is clear. The people must have a chance to consider public needs, and a campaign of action in development and improvement, if the sort of public spirit which makes it possible

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to accomplish things in the community is to be developed. The town planning authorities should tell the citizens of the town everything they wish to know about the plan as a whole.

In advancing any prospect connected with the future town plan, an appeal should be made to community intelligence. The clergy represent a powerful influence in every community, one too rarely drawn upon in public activity. The school teacher has a great mission to future generations in stimulating interest among the children in the problems of town development.

Citizenship and civic duties should be taught in our schools. It is utterly ridiculous that children should graduate from public schools as totally ignorant of civic problems and their future responsibilities as citizens, as they do under our present system. The school teachers can interest children in civic improvement, and through the children the interest of the parents may be aroused to the advantage of improved sanitary and health conditions.

Every town of any size is packed with energy. It is only necessary that this energy be stirred up and organized to accomplish the tasks of community improvement. A well developed community organization, exhibitions illustrating different features of the town plan, an open forum for discussion of community problems, talks before different organizations in the town and such activities as choral singing and town entertainments, all help forward the town planning campaign.

We need legislative action to make town planning obligatory and easier for those engaged in the work; but even under present conditions, if a community is aroused, nearly everything that a community really wants can be acquired. What is accomplished depends more upon the citizens of the community and their willingness to work together, than upon any other factor.

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CHAPTER V

STREETS AND ROADS AND PHYSICAL PROBLEMS

THE physical problems associated with community development are varied in character and importance. In a recent bulletin published by the Massachusetts Federation of Planning Boards, the following schedule classified the physical aspects to be shown upon a town plan:

I. CIRCULATION

A. STREETS
   1. Location of thoroughfares, minor streets and parkways.
   2. Widths, subdivided into pavements, sidewalks and parking.
   3. Car lines.
   4. Utilities (pipes, wires, conduits, etc.).
   5. Accessories (trees, lights, signs, bridges, monuments).

B. RAILROADS
   1. Rights-of-way and tracks.
   2. Terminals.

C. WATERWAYS
   1. Drainage.
   2. Commercial water fronts.

II. PUBLIC PROPERTY

A. ADMINISTRATION
   1. General (post office, court house, city hall, city yards and shops, etc.).
   2. Police and fire stations.
   3. Waterworks.

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4. Sewerage works.
5. Markets

B. Education
1. Schools.
2. Libraries and museums.

C. Recreation
1. Playgrounds.
2. Recreation centers, baths, etc.
3. City squares and local parks.
4. Large parks.
5. Parkways and boulevards.
6. Forest reservations.
7. Other open spaces.

III. Private Property

A. Zones of Use
1. Quasi-public (hotels, churches, cemeteries, institutions, club grounds, etc.).
2. Industrial.
3. Commercial.
4. Residential — apartment.
5. Residential — one and two family.

B. Fire Districts

C. Building Height Districts

D. Building Lines and Other Easements and Restrictions

Streets and Roads

The problem of streets and roads is of first importance. They represent the arteries through which the life of the town is sustained. Congestion or lack of coördination, in addition to retarding the growth of the town in material prosperity, will have a much more serious effect on its social progress. Failure to properly plan street and transportation systems, more than anything else, is responsible for bad housing conditions, with all their resultant evils,

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in many of our cities and towns. John Burns, the British labor leader and member of Parliament, admirably characterized the value of good streets, when he said, "Mean streets breed mean people."

In the following recently published pamphlet, already out of print, the author points out the importance of planning in advance for future street requirements.

STANDARDIZED STREET WIDTHS

JOHN NOLEN

CAMBRIDGE, MASS.

If we are to remedy the municipal ills from which we now suffer, some large physical changes in American cities are absolutely necessary and inevitable. Nevertheless, permanent progress in city planning will not result usually from spectacular schemes for the sudden transformation of our cities, nor from revolutionary programs and proposals. Advances will come more often from a patient but open-minded and scientific study of such problems as are represented by the title of this paper, followed by a close coördination of one subject with another in a comprehensive plan, thus recognizing the unity of the city and the inter-relation of all its parts.

It would be difficult to convince any one not already convinced — of the importance of fixing street widths more intelligently and discriminatingly. At the present time an average of twenty to forty per cent of the total area of cities is devoted to streets, rising in the case of Washington, D. C., to fifty-four per cent. Therefore, even a slight variation in the width of the streets of a city becomes a matter of importance. Consider, for example, what an excess of two feet in the width of the fourteen hundred miles of paved streets of Philadelphia would involve in the cost of land and paving! On the other hand — and here the lack of intelligent and discriminating action has even graver aspects — consider what the *lack* of a few feet in the width really necessary for streets in Philadelphia already involves! It involves directly the expenditure of enor-

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mous sums of money for street widening, or, indirectly, of much greater sums, practically incalculable in amount, as the penalty for conditions which still appear to our too timid minds virtually unchangeable.

The evils of the present system of fixing street widths are acute. They demand prompt but careful examination and correction. What, then, are the causes of the existing difficulties in this matter of street widths and what are the remedies? Some students of this subject are of the opinion that the evils are due, in part at least, to a standardization of street widths; to the fact that city councils or other municipal authorities have heretofore fixed upon a certain number of feet, usually forty, fifty or sixty feet, as the width for all streets. Undoubtedly such action has proved a handicap to many a city. But is the standardization itself the evil? Is it not the arbitrary and unintelligent character of that standard; and is not the remedy another standard, or other standards, rather than the abandonment of the principle of standardization? Is there not danger of reacting too far, or of reacting in the wrong direction? The remedy for a stupid standardization of street widths is not likely to be found in the abandonment of all standards, but in the adoption of more intelligent standards.

It would seem that street widths could be satisfactorily standardized because the facts upon which such widths rest are capable of definite classification and, furthermore, because it is practicable to collect scientific data concerning these facts and from this data to reason to sound conclusions with a considerable degree of confidence. While these facts are numerous and varying, they are not more so than those connected with the cutting of metals, or some of the other operations that have been so successfully standardized in the industrial world in recent years.

What are the facts which should determine street widths? They are (1) the width required for "a line of vehicles," thus fixing roadway units; (2) the width required for "a line of pedestrians," thus fixing sidewalk units; (3) the classification of the streets of a city according to the traffic requirements put upon them, or the other functions that they are to serve;

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and (4) an estimate of the present and future traffic of the streets of any given class, the width required to meet that traffic, and then the standardization of that width.

1. It is not yet possible to fix with scientific accuracy the width required for a line of vehicles, partly because the data as to the actual average width of present day vehicles is inadequate, and partly because that width is just now in process of change, due mainly to the increasing size and use of the motor truck. Nevertheless, the conclusions on this point are already fairly definite. The difference is represented by about one foot. One set of investigators holds that nine feet or thereabouts should be fixed as the width required for a line of vehicles. They base their opinion upon the fact that some motor truck bodies today have a width of eight feet and that the tendency of manufacturers is to increase the width of trucks. The margin for safe clearance, taking into account average skill in driving, would require about another foot for each line of vehicles, making the total width nine feet. Other investigators find that today very few vehicles, even large motor trucks, measure more than six and one-half or seven feet in width, and that conditions of construction or laws are likely to place a limit upon advantageous width close to seven feet. This view has the support of some of the vehicle companies who hold, in the interest of the manufacturer and user of trucks, as well as the public, that six and one-half, or, at most, seven feet should be the maximum width.

It is not the purpose of this paper to try to settle finally the width required for a line of vehicles or, indeed, any other fact or specific point connected with the standardization of street widths. The purpose is merely to indicate the advantages and necessity for such standardization and to suggest some reasonable basis for it.

But to apply further the method suggested above, we may assume for the sake of making the application definite, that a width of eight feet, the present working figure of many of the best practitioners, is sufficient for a line of vehicles. As a matter of fact, not only the width of vehicles but also the load is likely to be standardized by law, so that the engineer, land-

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scape architect, or city planner will have a definite maximum figure to work with. These limits may have exceptions, but the exceptions should be discouraged by a vehicle license tax, which would increase very rapidly on vehicles above certain dimensions.

In addition to the space required for vehicles, allowance must be made on many streets for electric cars. Assuming double tracking, which is the most economical method usually, this allowance should be not less than twenty feet.

2. Various methods have been devised and followed for determining the width of sidewalks. The most customary is to make the sidewalk some fixed proportion of the roadway. In some cases, following this method, each sidewalk is one-half the width of the roadway; in others one-third the width of the roadway. The latter appears to represent the most frequent practice. This method, however, appears arbitrary and, in some instances, would be unsound, because the use of the sidewalks does not necessarily increase and diminish with the amount of traffic on the roadway. However, the custom of making the sidewalk one-third the width of the roadway has proved fairly satisfactory in practice. For example, in the subdivision of a one-hundred-foot business street into a sixty-foot roadway and twenty-foot sidewalks. Fixing the width for a line of pedestrians at two feet, if the application of the principle to pedestrians does not appear too academic, this allows, on a street with a total width of one hundred feet, for ten lines of pedestrians on each of the twenty-foot sidewalks. The proper width of sidewalks, the method of determining that width, and a more rigid control of encroachments upon sidewalks, all deserve more attention than they have heretofore received.

3. The classification of the streets of a city according to the traffic requirements put upon them or the other functions that they are to serve is, of course, one of the fundamental requirements of any attempt to standardize street widths. European countries have made such classifications. Here are the figures for some of the cities of England and Germany:

The London Traffic Commission made five divisions as follows:

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Main avenues	140 feet
First class arterial streets	100 "
Second class streets	80 "
Third class streets	60 "
Fourth class streets	40 to 50 feet

No street was to be less than forty feet. This standard classification, applying to London and its suburbs, is a great advance over the London Building Act of 1894, which put the average width of streets "in the public interest" at forty feet clear or twenty feet from the center of the roadway to the nearest external wall; and the Council could not require a greater width than sixty feet.

The standard classification for German cities of the second size, cities like Leipzig and Frankfort, is as follows:

Main thoroughfares	85 to 118 feet
Secondary thoroughfares	50 " 80 "
Local streets	35 " 47 "

A Prussian law, in force since 1875, apparently drawn to meet the requirements of Berlin, fixes the following dimensions for the laying out of new streets and for the alteration of old ones:

Main thoroughfares	95 feet or over
Secondary thoroughfares	65 to 95 feet
Local streets	40 " 65 "

The width of streets in different American cities varies greatly. There are very few that have adopted standards for the classification of streets according to traffic requirements. Probably the best classification is that of Washington, D. C., which is as follows:

Main thoroughfares	160 feet
Secondary thoroughfares	120 "
Local streets	60 to 90 feet

The German city standards, given above, appear to be more reasonable and logical than those of London or Washington, and there is a distinct advantage in having more or less range within each classification, as against fixing the width hard and fast to a single figure. It ought to be practical to classify most of the

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streets of a city either as main thoroughfares, secondary thoroughfares, or local streets, and to apply to them one of the standard widths adopted for their respective classifications.

4. To determine such classification, however, requires an estimate of the recent and future traffic requirements of the streets of any given class. It does not seem wise to begin by fixing the width of a street at say fifty or sixty or one hundred feet, and then apportioning that width as favorably as may be between roadway and sidewalk. It is better to begin at the other end and try to decide what traffic capacity in roadway and sidewalk the street should provide for, thus determining which class it falls in; and then applying the unit of measurement adopted for car lines, for vehicles, for pedestrians, for trees, etc., decide upon the required width. For example, here are three illustrations of this method:

I. An average main thoroughfare is to have, say,

A double track car line	20 feet
6 lines of vehicles, 3 on each side of tracks, 8 feet each	48 "
20 lines of pedestrians, 10 lines on each of the two sidewalks, 2 feet each	40 "
Total for an average main thoroughfare	108 "

II. An average secondary thoroughfare is to have, say,

A double track car line	20 feet
4 lines of vehicles, 2 on each side of tracks, 8 feet each	32 "
16 lines of pedestrians, 8 lines on each of the two sidewalks, 2 feet each	32 "
Total for an average secondary thoroughfare	84 "

III. An average local street is to have, say,

Roadway for 3 lines of vehicles, 8 feet each	24 feet
12 lines of pedestrians, 6 lines on each of the two sidewalks, 2 feet each	24 "
Total for an average local street	48 "

These are only averages and are given simply as illustrations of the method of standardization proposed and its application.

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The range of street widths for such a classification might be as follows:

Main thoroughfares	90 to 180 feet
Secondary thoroughfares	60 " 90 "
Local streets	40 " 60 "

Such a standardization would naturally differ from city to city as conditions and requirements differed. Its advantages would be twofold: first in fixing the range of normal street requirements of three or more important classes; secondly in definitely and consciously trying to determine in advance to which class a particular street belonged. Of course, even with such a classification there would be many, many, exceptions,— special streets, having special requirements and, therefore, calling for special provisions. But if no standards whatever are fixed — and this is the important practical point — there is danger that the normal differentiation of the streets of one class from those of another will be constantly overlooked, or that private interests through pressure and influence may succeed in securing action which is in conflict with the public requirements. It was largely to prevent these results that street width standards, in most cases unintelligent and undiscriminating, were adopted by cities in the past. Where no standards whatever have been adopted many illustrations can be found of the abuses that have crept in, particularly the failure to allow sufficient street width for main and secondary thoroughfares.

In the discussion thus far no reference has been made to trees, grass strips, or other planting in the streets, or of space set aside primarily for the adornment of the street or for insuring the benefits of light and air and an appearance of spaciousness. Such reference was omitted merely to simplify the subject and bring it within the compass of a brief paper. Of course, trees are desirable not only in residence streets, but also in most business streets. Of the many arguments against the greater use of trees in our business streets, the only sound argument in most instances is that there is no room for them. But as with traffic so with trees. The same method should be applied. If we are to have trees we must determine the width requirements

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of a line of trees, or two lines of trees, or whatever else is needed. Except for temporary effects, it is not good policy to plant trees in a space that is needed for roadway or sidewalks; nor is it good policy to plant one or more lines of trees in a space that is inadequate for their successful growth. If, for instance, it is decided that six feet is the minimum space in which a line of trees of a given species can flourish, then we should standardize that width for that species of tree and provide it. Exceptions there would be undoubtedly to standards for trees as for roadways and sidewalks, but they would be recognized as exceptions and justified because of exceptional conditions. Standards can only be applied profitably to the normal, but in such matters as street widths five-sixths, perhaps nine-tenths, of all cases would be normal.

The traffic and use of many city streets increase from year to year, tending to shift some streets from one classification to another. How to provide a method of meeting this increase is a difficult question to answer. To begin with, we must recognize that a city that is alive has growth, and that growth makes changes from time to time necessary. Street widths cannot be made right "once for all." The utmost foresight must be exercised and then adjustments and widenings made to meet new conditions. Street development, like most other features of city planning, is an unending process. In the field of education, the unending character of the process was expressed by the boy who inquired at a public library for a book which, he said, was entitled "How to Get Educated and How to Stay So." So it is with streets. The problem is how, by the exercise of skill and foresight, to design and arrange them to fulfill their functions and then from time to time how to re-design and re-arrange them to meet new requirements. In the case of streets where increased traffic is expected, the most practical method of providing for it, perhaps, would be to reserve some extra space between the roadway and sidewalk, or in the center of the roadway, or between the sidewalk and the buildings, utilizing this space temporarily as an area planted with trees and shrubs, or merely with grass.

The evils that might follow from the adoption of an undis-

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criminating set of standards, or from an unintelligent application of a discriminating set, have not been overlooked. They might be serious. But it is my opinion that under our present city organization such evils would ordinarily be less than those that almost inevitably follow from a lack of any established standards and from the policy of determining street widths piecemeal, as each is presented for decision.

There is nothing more necessary for the future prosperity of a town than good roads. Good roads, the establishment of reasonable restrictions in regard to the character of buildings to be erected in certain districts and the prohibition of tenement construction, will result in an increase in land values throughout the town. These considerations should be regulated by a carefully developed district plan.

The need of wide latitude in all matters of street and general development, as regarded abroad, was clearly stated by Dr. Albert Sudekum, a member of the German *Reichstag,* before the New York Commission on Congestion of Population in 1910. "Cities," he said, "ought not to wait for private enterprise to open up blocks in surrounding suburban districts. The municipality must be given the right not only to lay out streets, but to build, as the city of *Frankfort* is given the right, and should be able to overcome the purely individualistic dogma of non-interference with property rights."

In the state of Massachusetts many acts have been passed to give substantial aid in working out programs of street development and improvement, that are examples of the most progressive legislation in this country. In a recent publication of the Massachusetts Federation of Planning Boards,[1] a complete list of these laws is given. A short review of the most important may not be out of place.

[1] *See* Appendix, *Bulletin 2.*

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The Boundary Law[1] provides that any property owner may demand that bounds and marks be set upon any street or way upon which his property abuts. Should the town or county official neglect to establish such marks, after property notification by the owner, the town shall forfeit to him the sum of $50 for each month that such neglect continues. But little attention has been paid to this law in the past.

In 1907 an act was passed[2] which authorized boards of selectmen to serve as boards of survey. These boards have power over all matters that have to do with street construction and development, and are directed to make plans to cover future growth. At the last session of the legislature in 1916[3] cities were authorized to appoint boards of survey; and though this act might to advantage require the city planning board to act as the board of survey, it nevertheless provides responsible boards to solve physical problems, and provides definite authority through which city and town planning boards may be aided in carrying out their recommendations. Under its provisions all plans for street improvement must receive the approval of the board of survey.[4]

In 1913 an act was passed providing for the fixing of building lines on all streets and ways.[5] Nothing in town planning that has to do with streets is more important than that of establishing building lines to enable a town to make future widenings when necessary.

Under the Excess Condemnation Act in Massachusetts, towns and cities are empowered, under certain restrictions, to condemn for the purpose of public improvement a greater area of land than may actually be required for carrying out contemplated improvements. From the sale of the land remaining after completion of the street, park, playground or other improve-

[1] Section 104, chapter 48 of the Revised Laws.
[2] Chapter 191, Acts of 1907.
[3] Chapter 190, Acts of 1916.
[4] See *Bulletin 2*, Massachusetts Federation of Planning Boards, page 7.
[5] Section 103, chapter 48, as amended by Chapter 572, Acts of 1913.

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ment, it is intended that the municipality shall be enabled to recover a portion of the original cost.

Chapter 48, sections 1 to 64 inclusive, of the Revised Laws, provides for the laying out and construction of highways from town to town and through the town, by the county commissioners and the selectmen of the town, acting concurrently. After completion of any work done under this act, the county commissioners determine what proportion of the expense shall be borne by the county and by the towns interested. Sections 1 to 57 describe the procedure in such cases, while sections 58 to 64, generally known as the Concurrent Jurisdiction Act, grant to the selectmen concurrent jurisdiction with the county commissioners in matters of street widening or extension of county ways. To secure such authority it is necessary that these sections, 58 to 64, be accepted by the town. It is of course understood that all county ways are within the jurisdiction or control of the county commissioners, the county interest being confined to the definition of street lines and the payment of a portion of the original cost of construction, the maintenance devolving upon the town. Through the acceptance of this act, a town may, at its own expense, widen a county way, beyond the line as originally laid out by the county commissioners. It may also change locations under certain conditions. The particular advantage of this law is that it allows the town to act with a greater degree of independence in certain matters of street widening.

Control of the artistic side of town development is of considerable importance, and may be assured, in some measure, through the use of authority granted by chapter 146 of the Acts of 1911. This act provides for the creation of an art commission to whom shall be submitted for approval all plans for public buildings, street fixtures, monuments, etc.

Chapter 47, section 16, Revised Laws; chapter 454 of the Acts of 1909; chapter 525 of the Acts of 1910; chapter 773 of the Acts of 1913, and chapter 279 of the Acts of 1908, provide for the construction and maintenance of state highways and through roads in towns from the appropriation for state highways and

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from the expenditure of sums received for automobile fees. In certain street improvement projects embodied in the town plan, and in the preparation of a street program, such measures should be taken as will secure the advantage of these laws. Under their various provisions, the town may receive from the state an amount for highway construction equal to the sum appropriated by the town in excess of the average annual appropriation for roads during the five preceding years; besides a further expenditure derived from automobile fees, for the construction, maintenance or improvement of such county and town highways as are or may become through routes. Apart from the advantage possible through the use of these laws, the coöperation and advice of the State Highway Commission should be sought on all matters of road construction. In this way it is possible to secure the benefit of the commission's experience with regard to the preparation of specifications for paving in certain streets and for insuring economy in cost of construction and maintenance.

Acceptance by the town of chapter 48, section 85 of the Revised Laws, enables the town authorities to reserve space in the center of roadways for the use of street car lines, tree and grass planting, etc. Attention has already been called to the considerable saving that might result from laying out streets at full, final width, and through the use of grass planted areas at their sides or center to limit the paved surface to immediate needs. Apart from this financial advantage, there is the added factor of increased attractiveness which would be possible through the proper development of the planted areas. In carrying out any extensive street program in Massachusetts these and other laws covering details of development should be used.

Particular attention should be paid to public art in the matter of street fixtures, trolley and lighting standards, signs, posts for carrying telephone wires, etc. The attractiveness of many otherwise fine streets in our American cities is frequently marred by rows of unsightly telegraph, telephone, trolley or lighting standards. This carelessness and lack of proper regulation in our case is in striking con-

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trast with foreign methods. The citizens of *Dresden* endeavor to induce landlords and tenants to decorate yards, buildings, and casements with plants, vines or shrubs. Every important city has regulations limiting the height of buildings, width of balconies, projection of cornices, size of windows, character of lamp standards for public lighting, signs, awnings and fences. When a new street is opened in Brussels or in Paris, prizes running as high as $4,000 in Brussels, and equal to one-half of the street tax in Paris, are offered for the most artistic façades. Paris requires that all office and house fronts shall be regularly painted and repaired so that the streets will always present a clean, fresh appearance. Other cities maintain societies for the introduction of art in the streets. Art is joined to utility in the designing of street fixtures, trolley and lamp-posts, street name signs, house numbers, tramway stations, letter boxes, fire alarm boxes, etc.

Through the authority granted by chapter 237 of the Acts of 1903, the selectmen may determine the kind of pole to be erected for the purpose of carrying wires, excepting those of street railway companies. The town of Walpole appointed a committee to study the street lighting problem. Its report, though the town is not yet ready to fully act upon it, paves the way for adequately treating future lighting needs.

The systematic use and care of street trees is becoming better understood. The judicious planting of shade trees is a form of investment that is directly profitable. They add to the beauty and comfort of a neighborhood and increase property values. They purify the air, and cool it in summer, while protecting the street pavement from the heat of the sun and helping to counteract the unnatural conditions of city life.

During the last two years the Massachusetts Forestry Association has provided a tree planting contest. The prize

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offered has been the planting of one mile of street to shade trees at least seven feet high in the town or city that planted on its streets during the spring months the greatest number of shade trees in proportion to population. The Association proposes this year to plant one hundred trees in each of four cities and towns which may win a prize in its respective group, provided that at least one-fourth of the cities and towns in each group enter the contest.

Consideration must be given to all matters in any way affecting the success of a planned program as finally arranged. It should be preceded by a study of the town or city finances, and the general advantage of any property improvement, including the future use of certain streets and ways by street railways, sewers, water mains, street lighting fixtures, tree planting, etc. No point should be omitted in securing an evenly balanced scheme of development.

It is equally important that the program embody specific directions as to the amount of work to be completed each year. Upon the final approval of the initial street plan, steps should be taken through the enactment of town laws, or otherwise, to insure the completion of the work within the time fixed. In no other way will it be possible for the town to avoid the wasteful and excessive cost of street construction which has been the natural outgrowth of the lack of system in municipal work. There could be no better illustration of the benefits resulting from courageous and wisely directed enterprise in making public improvements than is afforded by the town of *Brookline,* Mass. With a foresight surpassing that of her neighbor, Boston, the town of Brookline, with the coöperation of owners of real estate affected, undertook the extension and widening of Beacon Street at a cost of more than half a million dollars. That improvement has been, perhaps, one of the most powerful factors in the making of Brookline one of the wealthiest towns in America.

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The advantage to be derived from the use of the Betterment Act has been referred to in a recent issue of the *Survey*.[1] It is there pointed out that no general use of the act is intended, and a suggestion is made as to the importance of securing an agreement among the property owners interested in a street improvement, by which they will undertake to bear a reasonable share of the cost. This method of procedure has led to excellent results in the carrying out of street improvements in the town of Brookline. Previous to final determination on the laying out and construction of any street, the whole matter of costs, etc., is discussed at a meeting of the selectmen and the owners of property along the line of the proposed improvement. The various phases of the question are gone over quite informally, and it is but rarely that an agreement satisfactory to all parties, as regards damages or benefits, is not reached.

No problem of municipal administration is so difficult of satisfactory solution as the laying out and construction of good roads. Sixty years ago Charles Sumner said, "The two greatest forces for the advancement of civilization are the schoolmaster and good roads." Good roads are ready at all times, especially in bad weather, when they are most needed. They shorten time and conserve the comfort and convenience of travel. Statistics published by the United States Bureau of the Census show that road repairs cost millions of dollars annually. It is then the part of wisdom to construct roads of such a character as will insure them against frequent repair. To do this means economy, because it lessens waste of time, labor and money. Waste in road building means much more than unwise initial investment. It affects every user through loss of time, loss of horses and equipment. Bad roads mean that loads drawn over them may be but one-half what would be possible on properly constructed roadways. The extra cost of

[1] Published by The Survey Association, 112 East 19th St., N. Y. C.

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hauling goods over poor roads goes into the retail cost of those goods.

With these facts in mind, we can readily understand that the effect of poor roads bulks large in any estimate of the cost of living. In an address before the South Dakota Good Roads Convention in 1910, James J. Hill tersely summarized the question of good roads in saying, "Good roads are expensive, but it costs more to do without them than to build them. The attempt to improve highways by the old system of local supervision, small appropriations, taxes worked out, and failure to assess cost because of political control, wastes every dollar so expended."

With regard to Mr. Hill's comment on the failure of special assessment laws to recover the cost of street and road construction, data on street paving collected by the *Municipal Journal* shows that, in 60 per cent of the 328 cities investigated, property owners paid the entire cost of paving in front of their estates, and part of the cost of intersections as well; while in only 15 per cent the cities paid the entire cost.

Before any final determination is reached in matters of street construction it should be remembered that streets once built are permanent. The only subsequent changes will be those of width and character of paving. Wide streets will be needed more and more in the future because of the application of the motor vehicle to the uses of trade and commerce. The next twenty years is certain to witness the very general adoption of this means of transportation, not merely for pleasure purposes, but for the movement of goods of all kinds. Our main roads and thoroughfares must, therefore, be planned to meet the demands of the future. Originally a comparatively narrow street may be provided, 40 to 60 feet in width. It is imperative in such cases, however, that the building lines be established and set back from 10 to 30 feet as may be deemed advisable;

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no property owner to acquire a right beyond the building line.[1]

It should not be difficult to persuade the authorities of the value of carefully considered action at the very inception of any street plan. Grades must be established, and provision for such future changes as may result from the abolishing of grade crossings, or the construction of sewer and water systems. It is important that all street grades be officially established when the street is laid out instead of permitting recourse to the easier, but ultimately more costly method, of following natural surfaces and grades. Neglect in this particular is certain to be followed by vigorous opposition from abutting owners to any later change in grade. Nor is such an attitude on their part unwarranted; and it is certain that the cost of remedying the defects resulting from such neglect will in many instances exceed the original cost of construction. It is manifestly unfair to persons who may have built on the natural street lines followed in construction, that the subsequent fixing of grades should leave their buildings in unsightly or inconvenient positions above or below the roadway.

While the laying out and construction of through traffic routes is an important feature of the town plan, it must be remembered that the largest percentage of town roads are devoted to residential uses. Therefore to lay out all streets in the straight lines demanded for thoroughfares would result in monotony and increased cost. European cities have long ago modified the straight line street plan, and even in the case of many of their great avenues they make use of the picturesque value of the curve.

In this entire matter of street improvement, much may be learned by a study of methods abroad. European cities are today following the lead of Baron Haussmann, who

[1] *See* Typical Street Section Plan, Part III.

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reconstructed Paris. Since the inception of the plan, under Napoleon III, Paris has expended $240,000,000 in street improvement, etc. London has completed a great street development scheme in the King's Way improvement. In Germany, cities and towns buy property sufficient to permit of street widths as may be required by expansion during the next twenty or thirty years. They do not regard it as being extravagant to take more land than is needed for an improvement, as the portion not immediately required is rented to house owners to be used as front gardens. The property owners are compelled by law to lease this land before they receive a permit to build.

This method of procedure may well be followed by any town engaged upon a program of fixing building lines and street development. Under the provisions of the Building Line Act in Massachusetts, town authorities are empowered to fix the building lines at a point not more than 40 feet from the outer boundaries of the street.

In establishing a building line no greater set-back should be decided upon than is consistent with sound judgment, experience and with proper consideration to needs of future growth. It is unwise to establish an arbitrary measure to apply equally to all streets. Building lines guarantee that future traffic routes involving street widenings or extensions may be made without having to compensate for buildings affected thereby.

How a small community may work out a program of street improvement and development is illustrated by what was done in the town of Walpole. Realizing the necessity of the best possible system of highways and roads, the Town Planning Committee made a careful survey of the various features of the problem. Investigation revealed the fact that the town, in common with most small towns, had failed to make and file with proper authorities maps and plans establishing road boundaries. A list of all streets

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in the town was prepared, showing existing conditions. Following this a typical section plan [1] was prepared, listing under each standard the streets of the town, according to the standard upon which they should be developed. This plan was submitted to the town and accepted.

The selectmen, who, under the Massachusetts Board of Survey Act, control street development, recommended the appointment of a Street Committee to assist them in their work, which appointment was made by vote of the town. In collaboration with the selectmen, this committee had prepared a list of all state laws that would help the work of street development, and at the March meeting in 1914 these laws were accepted by the citizens of the town, thus giving the selectmen all possible authority under existing legislation.

Following this action, the town appropriated $1,000 a year for five years to define roads and ways and make proper maps and plans.

A chart showing the streets that should be surveyed, and indicating the standards upon which they should be established, following the typical section plan, is published in the report of the Walpole Town Planning Committee, in Part II of this book.

The town is now engaged upon a systematic survey of all its streets. It is not proposed that the town should construct any streets or roads, except as they are demanded by a vote of the town and as the need of such construction becomes apparent. The present purpose is to lay out all future roads and streets along such lines as will insure their development according to the general plan. In this way future development will not be in danger of crowding or becoming more costly than is necessary.

Previous to this year all street and road construction

[1] *See* Typical Street Section Plan, Part III.

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in the town was in charge of an elected official known as the Highway Surveyor, who often was untrained and inexperienced. At the annual town meeting in April, 1915, the town voted to abolish the position of Highway Surveyor and to employ permanently an engineer. In this way it will be possible to have available the technical and general knowledge required in the carrying out of a proposed street program, as well as in all other matters where the services of an engineer are valuable.

Planning for streets now along the right lines will lead to the saving of thousands of dollars at a later date, possibly years hence, when the actual work of construction along a permanent basis is demanded.

Physical Problems

Apart from the building and maintenance of streets, the task of keeping them clean is of equal importance and should be considered in determining upon the character of their construction. Too great stress cannot be laid upon the good that will result from the coöperation of individuals and organizations in keeping the streets of a town clean and free from litter of paper and other waste material. Many towns are solving this problem through the placing of receptacles at different points for the deposit of waste paper and similar refuse. Valuable assistance can be rendered in this direction by women's associations in providing barrels or other receptacles and in searching out and calling attention to unsightly vacant lots or squares. The women of a town by their activity in these matters will arouse the men to taking up the bigger and more complex problems associated with the development of the town. Enthusiastic support to every such effort should be given by the town authorities. Pictures might be run from time to time in

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the local newspaper, illustrating neglected conditions and showing the result of improvement.

The nation-wide clean up and paint up campaign has been an effective movement toward awakening people to their responsibilities in regard to conditions of cleanliness in the town. The movement under the direction of many civic organizations in New England towns has proven most effective.

No effort toward promoting the general attractiveness of the town should fail to give consideration to the care and improvement of the local cemeteries. Too frequently one sees throughout New England depressing evidences of neglect to properly care for the cemeteries in the town. The organization of a committee of a Federation for this purpose would insure proper care of the cemeteries at a trifling annual cost. Chapter 156 of the General Acts of 1915 permits towns to appropriate money for the care of any or all cemeteries in the town that may not be properly cared for.

Equally important are measures to control the billboard abuse. There is hardly a city or town in the country that has not been injured in some degree by the billboard nuisance. The smaller communities with large open spaces along their roadways have been particular sufferers through the erection of hideous flaring advertisements. Not only are the billboards ugly in themselves, but they mar the sightliness of all the surrounding property. Real estate values are invariably affected by their presence. Any ordinance or town by-law to protect the majority of the property owners in any section from the selfishness of a few individuals which makes possible the impairment in value of all property in the section could be regarded only as reasonable and just. Attempts to check this evil in the large cities have not been very successful. It is worthy of note, however, that the city of Everett, Mass., has passed

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an ordinance taxing such displays on the basis of their value as structures.

It will be noted that Mr. Nolen's town plan report for Walpole [1] takes into consideration the position of the town in its relation to other cities and towns and to the metropolitan district around Boston. A compensating factor in the serious problems arising from congestion of population due to the phenomenal growth of our great metropolitan cities has been the development, during the past decade, of a return to the open country and to smaller communities. Within fifteen or twenty miles of the borders of each of our great urban centers there have grown up prosperous residential and industrial towns. To a greater extent than of any other district, perhaps, is this true of metropolitan Boston. The rapid growth of the metropolitan district, as well as the increasing exodus of various industrial establishments to suburban territory, may result, if not guarded against, in transplanting the city slum or shanty town to the midst of a semi-rural community of the character of Walpole.

District Plans

Too much emphasis cannot be laid upon the wisdom of making proper provision for the successful solution of the problems arising from future growth and expansion both as regards population and industry. Walpole, like many of our New England towns, is at once rural and industrial in character. As a result of her location in a district where industrial development is advancing rapidly, it is but natural to assume that the Walpole of the future will be a residential and industrial community. Nevertheless, it would be folly to neglect means for conserving her rural characteristics and activities. It would be equally unwise to per-

[1] Chap. II, Part II.

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mit her industrial growth to assume the haphazard character common to small manufacturing cities and towns. Such neglect would not only retard her fullest industrial expansion, but tend to destroy the natural attractiveness of the town as a place of residence. Failure to supervise factory location must inevitably result in the centralization of industries, with its attendant penalty to be seen in the excessive and unwarranted increase in land values, the growth of the slum tenement and the herding of the working people in unsanitary districts.

The idea that a town's growth should be directed and controlled through the establishment by law of clearly defined residential and industrial districts is new only in America. Such advance as we have made in this direction has been chiefly confined to the towns or cities built by great industrial corporations.

The example of New Holland, in North Carolina; Mossmain, the proposed garden city in Montana; a model community to be laid out in the suburbs of Cleveland, Ohio; the Sacramento zone system; the district plan prepared by Mr. John Nolen, and recommended to be followed by the City Plan Commission for the city of Bridgeport; and the very extensive action that is being taken in the city of New York, all indicate an awakening appreciation of the need of establishing districts, if confused growth with its attendant evils is to be prevented.

The recently enacted Minneapolis ordinance regulating the location of factories and defining residential districts represents a move by a city already built up to check the evils growing out of its previous neglect to properly control its development. Each of these examples is worthy of investigation and study with a view to the preparation of suitable town laws establishing residential and industrial districts or zones. The report of the Massachusetts Homestead Commission suggests legislation along this line

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through a permissive measure which would enable property owners, with the approval of the local planning board, to fix the residential character of their streets during such time as they may deem advisable.

Valuable suggestion for drafting measures to control this feature of town growth may be derived from a study of the methods in use abroad. In European cities, growth and development is governed by the so-called zone system with special regulations for the inner city and the outer zones.[1] While there are variations of method, the regulations in force in Frankfort, Germany, are fairly typical. In the inner city, buildings may cover from one-half to five-sixths of a lot and have a maximum height of 80 feet. As a rule, however, they are not more than 60 feet high, or about the street width. In the inner zone of the outer city certain sections are reserved for residential uses, while others are of a mixed character. In the residence sections buildings must have an intervening space of at least ten feet, the maximum height being set at 60 feet and limited to three stories above the ground. On streets of less than 30 feet in width, building height is limited to 30 feet. Industrial establishments that are noisy, or that produce heavy smoke, must be located at least 80 feet from the lot boundaries of the street. In the mixed sections industrial establishments may be located within forty feet from the lot boundaries of the street; while for residences the general rule cited above applies.

In the outer zone, buildings in the residential section must have an intervening space of at least 20 feet, a maximum height of 60 feet, and are limited to three stories above the ground. In the manufacturing or factory districts, buildings containing more than one dwelling are restricted to two stories above the ground.

[1] Action in New York toward establishing districts should be studied.

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In Dusseldorf and Munich there are nine separate districts. Cologne has six districts each with its distinct building code. The height of buildings in Cologne varies from four stories, mansard and ground floor, and the use of 75 to 80 per cent of the lot area, in one district, to a height of ground floor and two stories and the use of but 40 per cent of the lot area in another. In one district building is done under special arrangement with the city, and here but 50 per cent of the lot may be built upon. With the exception of Berlin, most of the German cities have such districts. A similar system is common to Austria and Switzerland. Vienna has eight districts with regulations similar to those in force in Cologne.

Unquestionably a district or zone plan should be developed in connection with any comprehensive street plan. The need of street extensions or improvements is largely dependent upon the character of the different sections of a town or city.

It is impossible intelligently to plan for the city's growth and make sure that plans will be followed, without district regulations which, by special ordinance, every property owner must observe in connection with any development. When a town has grown, it is difficult to correct the mistakes of mixed growth through a district plan. In a small town, however, a district plan can easily be worked out, and as the town grows, will have a profound influence upon the whole character of the town and make much less difficult the course of future street development and town planning.

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East Street, Walpole, Mass., Showing Ugly Telegraph Poles

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CHAPTER VI

PARKS AND PLAYGROUNDS

ONE of the most important results of efforts to conserve our resources is an appreciation of the value of parks and open spaces in our cities and towns. Public parks are no longer regarded merely as assets of beauty. They are recognized as a powerful influence in safe-guarding or promoting the health of the people. M. George Risler, the French statistician, has shown by a study of the principal European cities that the death rate from tuberculosis is lowest in the cities where the greatest area of parks and open spaces is maintained.

The statistics from the garden cities abroad show the direct influence which a sufficient number of open spaces and playgrounds have upon the health and physical development of children.

If there is one department of municipal activity in which the semi-rural community often fails to realize its duty it is in providing and maintaining parks and playgrounds. Suggestions that land be acquired for establishing a park or playground are put aside with the comment, "The town is two-thirds park now." Such a point of view is not only utterly mistaken but certain to be costly. Admitting that a large area of open land may be included within the borders of the town, it is not town property. At any time the owners may, and frequently do, forbid its use for play purposes. Even when granting the necessity of parks and playgrounds, it is sometimes urged that they may be provided later. Later often means never; and even if acquired

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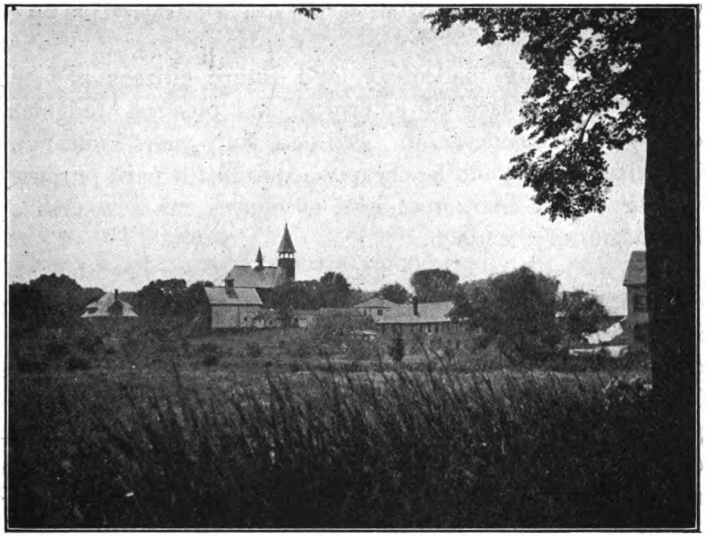
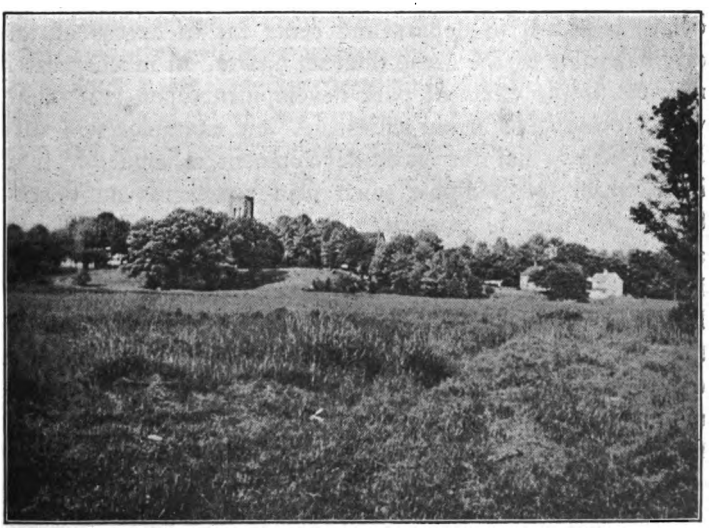


Meadow, Looking Toward Town Hall from East Street, Walpole Center



Walpole, Mass., Catholic Church, from Meadow Included in 35-Acre Lot Taken for Future Park

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they usually are inadequate, and future citizens pay the penalty of the lack of enterprise and business judgment of the present generation. Ten or twenty years from now, land that today could be cheaply acquired for park purposes will be off the market or held at figures far in excess of the means of the town.

Nor is it alone in the matter of future price that the shortsighted community is penalized. The enhancement in value of real estate due to the planning and establishment of parks and similar improvements is generally understood. To quote F. L. Olmstead: "For every thousand dollars previously invested in a park, dividends to the second generation of citizens possessing it will be much larger than to the first, the dividends to the third generation much larger than to the second."

Real estate promoters are thoroughly alive to the value of park spaces in developing tracts of land for sale, and derive a return in dollars and cents far in excess of the original value of the areas thus set apart. In much greater measure is the effect of park development upon real estate values observable in our cities. A few examples will suffice to show that the park development scheme which is included in the Walpole town plan represents an opportunity for wise investment. The most striking testimony as to the effect of parks upon real estate values is contained in the following extract from the *Report* of the New York Park Association for 1892. "The amount collected in taxes in twenty-five years on the property of the three wards contiguous to Central Park, over and above the ordinary increase in tax value of the real estate of the rest of the city, was $65,000,000, or about $21,000,000 more than the aggregate expense attending and following the establishment of the park to the present year. Regarding the whole transaction in the light of a real estate speculation alone, the city has $21,000,000 in cash over and above the out-

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lay, and acquired in addition thereto land valued at $200,000,000."

Six years ago the city of Minneapolis began reclaiming land around the Lake of Isles. Since that time land in that section has increased in value 1,000 per cent. At Fort Wayne a lot located opposite an unused park was sold in 1911 for $750. During 1912 the park site was improved and the lot was resold that same year for $1,250; the former owner assuming an assessment of $30 as his share of a special assessment levied on account of the park improvement. The city of St. Paul reports that real estate values have increased 400 per cent since the establishment of her park system. Kansas City building lots bordering on the recently constructed boulevards have increased within a few years from 180 to 300 per cent over their former value. A Chicago example is particularly interesting. In the north shore section of Chicago a twenty acre tract in the line of a proposed park improvement was held in 1902 at $200,000. Later the city decided to fill in the lake flats along the frontage of this property. Four years afterward, in 1906, when the city had completed its improvement of the flats, the original twenty acre parcel was held at $2,000,000 or considerably more than the entire cost of the city improvement. A list of this character might be continued indefinitely. The examples noted are, however, sufficient to show that a city's investment in public parks may not only prove a source of pleasure for the people but a source of financial profit as well.

In Massachusetts a town, by the acceptance of chapter 165 of the Acts of 1915, authorizes the Town Planning Board to assume the powers and duties of Park Commissioners allowed under the Park Act of 1912. By creating a responsible board to care for town lands a means is provided, as well, for putting into operation a reasonable scheme of park and playground development following a

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comprehensive plan for future growth. Nothing has a greater influence upon the whole character of town building than a well considered program of gradual park and playground development intelligently pursued.

The town plan should show a broad plan of park developments and, though the day has not yet come, before many years the value of a commercial forest, not only as profitable town property but as a natural park, will be considered as an essential feature of any extensive plan of park development.

In Massachusetts, the principles of betterment which permit the levying of assessment for benefits resulting from street improvements may be applied to park improvement under Section 5 of Chapter 28 and Section 19 of Chapter 50 of the Revised Laws.

Towns are also encouraged to undertake the development of parks and playgrounds by laws which provide for park loans within the debt limit for a term of 30 years [1] and for playground loans outside of the debt limit for 30-year terms, the amount being limited to one-half of one per cent on the preceding year's valuation.[2]

With the final adoption of the constitutional amendment enacted by the legislature in 1914, permitting the application of the principle of excess condemnation (taking more land than is actually required for a public improvement), Massachusetts cities and towns will be in a position to derive large financial returns from their enterprise in the line of park development. A considerable portion of the profits from the increased value in land that invariably results from park improvement will in this way be assured to the town, through the sale of land bordering on the park and remaining after the improvement has been completed.

To embark at once upon a campaign for the establishment

[1] Section 5 of Chapter 719 of the Massachusetts Acts of 1913.
[2] Section 19 of Chapter 28 of the Massachusetts Revised Laws.

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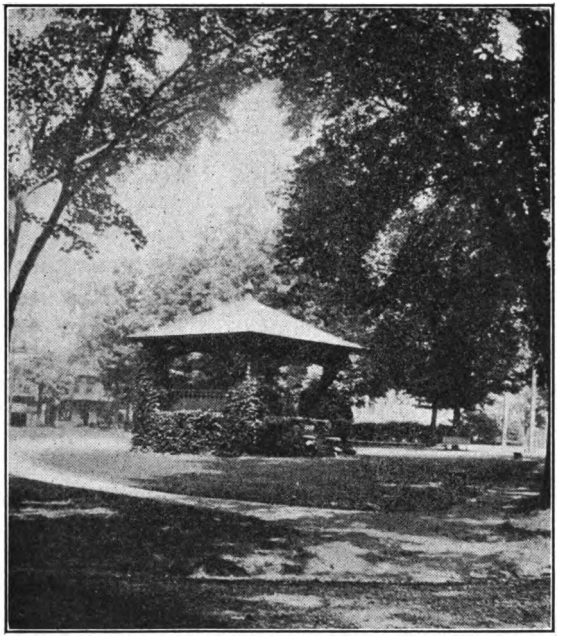

Band Stand, Walpole Common

Congregational Church, from Park Land Recently Taken in Walpole Center

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of an extensive park system by the making of large appropriations from general revenue or the issue of loans would be unwise and unnecessary.

In referring to the importance of acquiring all of the land needed to carry out the various features of the town plan, attention has been called to the possibility of successfully treating the whole problem of land acquisition through the assistance of a coöperative real estate association which would acquire and hold the land until such time as the town would be in a position to develop it. Pending final action by the town in taking over these tracts, an arrangement might be brought about by which the town would remit the taxes on land so held or on privately owned tracts that may be used for playground purposes.

The possibilities of park development in a small town are shown by the accomplishment in Walpole. Wisely proposed, no town can reasonably oppose the acquiring of necessary parks.

Supplementing the efforts of individuals or associations in securing land for later development, much may be done through the coöperation of the general public toward improving such tracts as may be acquired. The plan adopted by the people of Grand Rapids, Mich., for assisting and coöperating with the local park authorities is suggestive. Signs urging the people to "Build Up," "Plant Your Favorite Flower," etc., were prominently posted throughout "Hodenpyl Woods," one of the city's larger parks. As a result of this coöperation of the citizens, large numbers of wild flowers, shrubs, etc., have been planted and the natural beauty of the park greatly enhanced without cost to the city.

Consideration might also be given to a plan for the acquisition of parks or playgrounds by lease. By this method, which amounts to obtaining the purchase price by mortgage as is done in Indiana cities, the property is taken over on

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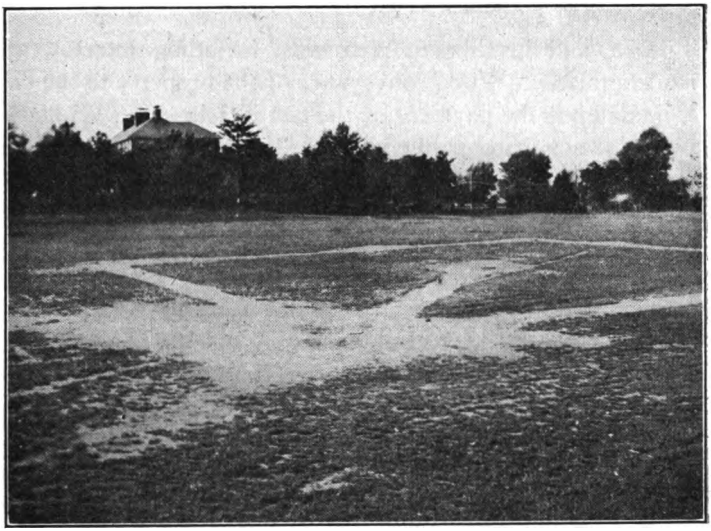
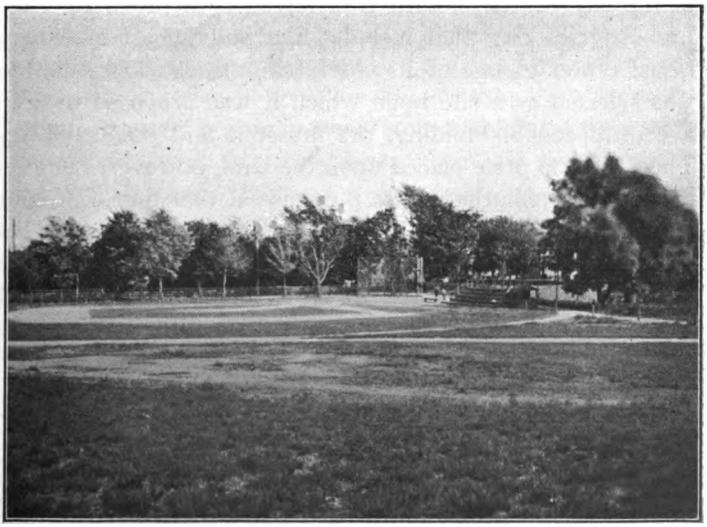


Ball Ground at High School



Ball Ground on East Walpole Playgrounds. (Completed 1914)

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a lease, and installment payments, including interest, are made annually. Final conveyance of the property to the city is made upon the payment of the last installment. While the policy of acquiring public property by lease and mortgage is not generally recognized in Massachusetts, certain authority with regard to the lease of land for playground purposes is provided by chapter 508 of the Acts of 1910.

The issue of bonds against park or other lands or property donated by private individuals is a suggestion which might be worthy of investigation. As a case in point, certain citizens of Oklahoma City having donated lands for park purposes to the city, the state permitted the city to issue bonds against them to the amount of $100,000. This money was ostensibly to pay for the park lands, but was in reality intended for use by the state in building a capitol at Oklahoma City. The original donors of the land, in whose favor the bonds were issued, turned the money back to the city, which in turn transferred it to the state. The Los Angeles city plan included the building of an educational center as one of its chief features. A low hill tract was selected as a site upon which it was proposed to erect a central school building, art museum and public library. The $600,000 price placed upon the land, however, rendered it impossible for the city to purchase at that time. A committee of bankers and other public spirited citizens was then formed and the land was acquired by them with the understanding that they hold it in trust for the city until such time as the municipal finances would permit of taking title. In this way it was possible to start at once upon the erection of the buildings, and the entire scheme has been completed as originally planned.

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CHAPTER VII

OUTDOOR RECREATION

RECREATION is now recognized as an essential factor in our civilization. The authorities in many of our cities and towns now realize that the duty of assuring to the worker the profitable and healthful enjoyment of his leisure hours must no longer be left to the care of private philanthropy. To quote Lester F. Ward: "The two principal forms of opportunity are leisure and education. Leisure must be regarded as a means to recreation." We are beginning to understand the true meaning of recreation, to appreciate its value; not only to the individual, in the promotion of physical health and the development of physical strength and vital force, but in its power to establish right habits, to develop energy and enthusiasm, team work, the spirit of fellowship, fair play and honesty not only in games but in the conduct of our public and private affairs.[1]

Outdoor recreation is no longer understood as something in which only the young and vigorous may participate. Its appeal is equally strong whether it be made to the school group, the home group, the unmarried group, the young or the old. Public opinion is demanding that school grounds shall be made community play centers for the use of adults as well as children. John Bigelow, the distinguished historian, has aptly expressed this modern viewpoint in saying: "No people in town, or village, or city can be really prosperous or happy without being brought together frequently to share common amusements and recreations and exchanges of opinion."

[1] Joseph Lee, in the *Harvard Bulletin*, May, 1916.

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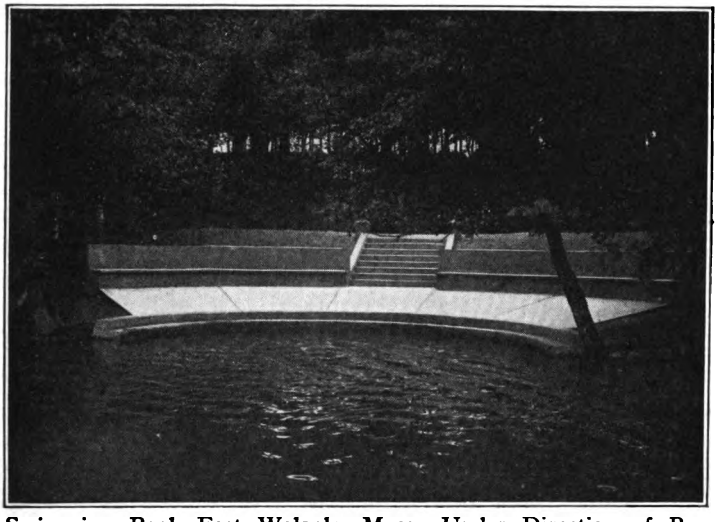
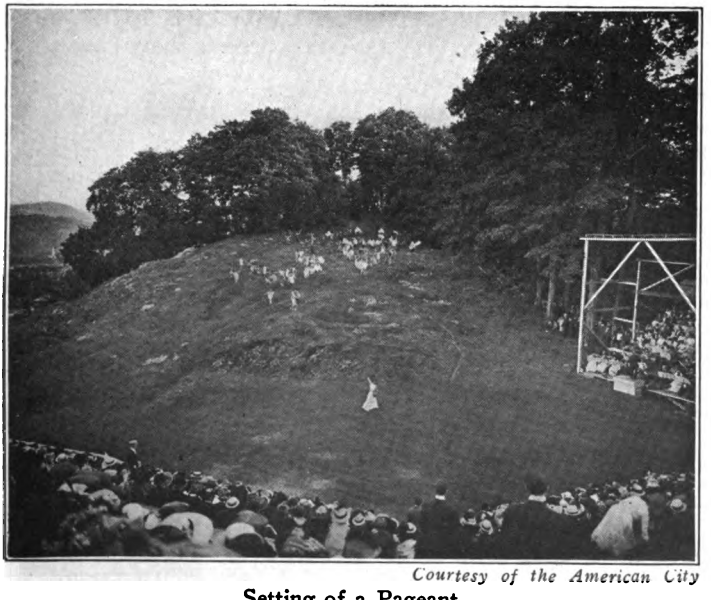


Swimming Pool, East Walpole, Mass., Under Direction of Boy Scouts



Courtesy of the American City

Setting of a Pageant

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An annual town fête, where "the old young come forth to play on a sunshine holiday," such as a well organized pageant, can be made an effective force in awaking community consciousness necessary to help forward any program of town building.

The report of the Playground and Recreation Association of America for the year ending November 1, 1915, states that playgrounds under the direction of play leaders are maintained in 432 cities. During the year, about 1,000 new playgrounds were opened bringing the total number now in operation up to 3,194. In 100 cities 1,053 play leaders were employed throughout the year. Seventy cities maintain classes for training recreation workers. In 40 cities neighborhood playgrounds have been given by private individuals. The average daily attendance on the summer playgrounds in 389 cities reported was 814,108. In 250 cities playgrounds, like schools and parks, are administered by the municipality. In 25 cities streets have been set aside for play purposes.

In connection with all her schools, by having a place for playgrounds, the town of Walpole has now splendid facilities for recreation and playground development. There is nothing which appeals to the citizens of a town more forcefully than the need of recreation fields if their value as part of an educational system is properly elucidated. What has been accomplished in this small town could be reasonably undertaken by any town of the same size and character. There are maintained four playgrounds in addition to 20 acres of park land adjoining the high school grounds and a new playground is being developed upon a 35 acre tract recently acquired in the rear of the proposed civic center.[1]

A swimming pool is maintained under the direction of the Boy Scouts.

[1] *See* Plans, Part II, Chap. II.

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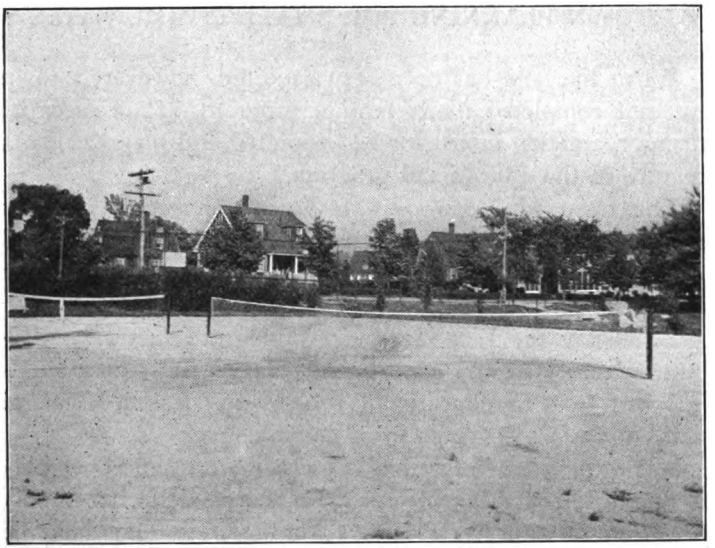
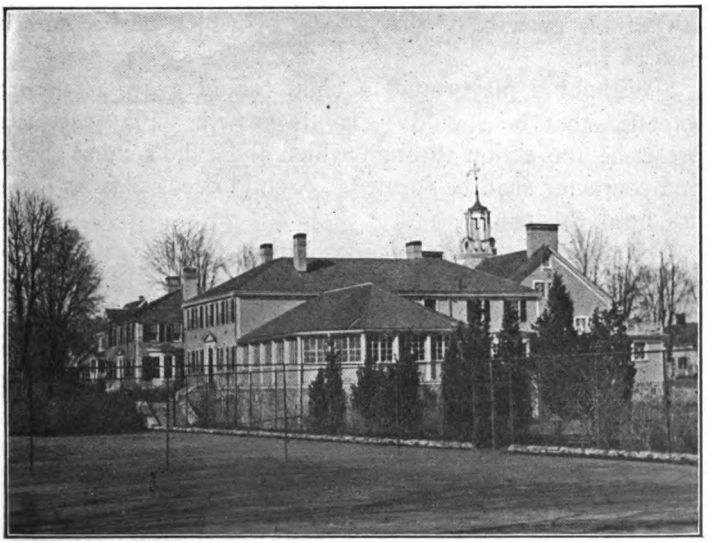


Town Tennis Courts, Francis William Park, East Walpole



Norwood Civic Association Buildings and Tennis Courts

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When the land has once been acquired, however, a town has not completed its recreation program. It is essential that a recreation instructor be appointed and play become a feature in the educational program.

The town of Norwood, Mass., in connection with its splendid Civic Association, has done this. It is a well known fact that children, untaught, have little idea of how to play.

Some day the fact that playgrounds are just as important a feature of any educational plant as the school building will lead to educational reform and a more general demand for playgrounds in all towns.

"The thing that most needs to be understood about play is that it is not a luxury but a necessity. It is not simply something that a child *likes* to have; it is something he *must* have if he is ever to grow up. It is more than an essential part of his education; it is an essential part of the law of his growth, of the process by which he becomes a man at all.

"Without a playground a child cannot grow as nature intended that he should. Play is growth. Play instincts prescribe the action through which the child's mind, body and character shall be formed. A child needs play as flowers need the sun." [1]

The average per capita expenditure for recreation purposes as recently published in a report of the United States Bureau of Census on statistics for cities shows an increasing appreciation of the recreation needs. For 184 cities the expense was 59 cents; the amounts ranging from $1.70 in the city of Boston to 4 cents in Covington, Ky.

The *Report* of the Massachusetts Bureau of Statistics for the same year shows that the per capita cost of recreation maintenance, not including outlays, in the town of Walpole

[1] Joseph Lee.

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was 13 cents, the average for 191 towns being 12 cents. Thus it will be seen that Walpole stood slightly above the average. The per capita cost in Wellesley, a town but little larger than Walpole, however, was $1.80. Belmont showed a per capita cost of 39 cents; Swampscott, 96 cents; Hingham, 36 cents, and Lexington, 30 cents. When we consider that none of these towns is much larger in population than Walpole, her determination to improve and increase her recreation facilities will be more readily understood.

It would be impossible, in this survey, to enumerate the activities represented by the general term recreation. Some idea of their scope and character may, however, be suggested. The value of the parks and gardens maintained by the city of Boston alone is estimated at $60,000,000; while the aggregate value of similar properties in American cities of more than 30,000 population is in excess of $875,000,000.

Attention has been called to the importance of recreational resources for the adult population. A start may be made in this direction through the organization of men's play clubs for playing twilight ball, volley ball, and bowling on the green. Boston furnishes an admirable example of the enjoyment possible through a revival of the fine old sport of bowling on well kept greens. On every Saturday afternoon and evening, and on holidays, during the summer, the bowling green at Franklin Field is crowded with enthusiastic devotees of the sport, young men, middle-aged and elderly; all of one age, however, in their enjoyment of the game.

Annual festivals, choral singing, field days, pageants, folk dancing, play picnics, and summer camps, offer splendid recreational opportunities for every class, children or adults, in the community. There exists no stronger influence for promoting a healthy community understanding

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and social advance than will result from this bringing of the people together. The possibilities are unlimited; regardless of whether they be described as New Year's Day, Washington's Birthday, Patriots' Day, Independence Day, Flag Day, Columbus Day, Arbor Day, or Labor Day celebrations. Or if they aim to reach one community group and take on the character of Old Folks' Day, the general benefit to the human side of town development cannot be overestimated.

The plan of the Walpole Federation for an annual festival or pageant with a view to the establishment of a fixed festival day for the town of Walpole, or in conjunction with neighboring towns, will amply repay, in lasting benefit, in pleasure and in advertisement, any effort or expenditure toward bringing it about.

The little town of Amenia, N. Y., has shown what can be done in this direction by an enterprising small community. Amenia's interesting experiment in rural coöperation earned, in two years, a national reputation. To quote from the booklet issued by the Amenia Field Day Association: "It is part of a nation-wide effort to add to the social attractiveness of country life on the principle that you have got to make the country as attractive socially as the city if you want to keep the young folks on the farms. One day a year the people of Amenia invite the whole countryside to a free day of wholesome recreation, without gambling, fakers, vulgar side shows, or any other of the objectionable features of commercialized amusement. Admission is absolutely free and the undertaking is dependent on the cooperative support of the whole community." The pageants at Warren, R. I., at Peterborough, N. H., at Ripon, Wis., Deerfield, Mass., Lexington, Mass., and at Cape Cod are examples of successfully managed spectacles of historical character. The Harvest Home festival held at Mt. Unity, Lycoming Co., Pa., illustrates what may be accom-

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School Gardens on Playground Back of Fisher School

School Children at Their Garden Work, East Walpole

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plished at relatively small expense. The feature of the day's program was an historical pageant in which no costume was permitted to be worn that had cost more than fifty cents. The famous annual pageants held at Dudley and at Oxford, England, are examples of the highest development of the pageant as a regular feature of community life. The establishing of summer school courses along this line at the Massachusetts Agricultural College at Amherst and other colleges, illustrates the growing strength of the movement in America. At Dartmouth College a course is conducted, in coöperation with the Festival Society of New York City, covering the general subject, preparation, music, dancing, stage setting, costuming, etc.

Within recent years attention has been drawn to the recreational possibilities of school gardens. Many towns have already made a good beginning in this direction as a result of encouragement of the scheme by private individuals and organizations, but as yet the value of school gardens, and children's gardens in general, is only partially appreciated in American cities. Many instances may be cited, however, where the idea has been successfully adopted. In Waltham, Mass., a strong and growing interest in home gardens has been developed among the 12,000 school children. Special teachers are assigned to the work and the members of the local school committee made personal visits to the homes of pupils to secure the coöperation of the parents. Philadelphia, Cleveland, Boston and Washington have undertaken a comprehensive system of training in gardening under direction of the school authorities, the annual appropriation of Philadelphia for this purpose amounting to $55,000. In some American cities the use of land for gardens is donated by private citizens, while in foreign cities the idea is encouraged by abating a portion of the taxes. The city of Ulm, Germany, follows the policy of teaching the children gardening and of increasing their

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interest through the offer of prizes. In that city, an ordinance requires that a certain proportion of each building lot in designated sections of the city shall be devoted to garden uses.

No form of recreation, perhaps, contains such possibilities for the combination of pleasure with financial profit as may be found in the development of the home garden. Apart from the pleasure derived by the individual gardener and the added beauty which results to the town from his efforts, the development of the home garden may be made to contribute largely to lessening the gardener's cost of living. The success of the City Garden Club of Des Moines has demonstrated what may be done to promote gardening even in the larger cities. The record made by 40 Williamsburg, Mass., girls in canning $400 worth of tomatoes raised on their own little gardens illustrates the opportunities for substantial profit. Some excellent results in promoting interest in home gardens in Walpole have been accomplished through the efforts of the Wednesday Club, a local woman's organization. Prizes for the best kept gardens are offered, and a well organized campaign is being conducted to encourage the general adoption of the home garden idea.

Business organizations throughout the country are waking up to the immense advertising value represented in making their cities famous as a "garden city," a "flower city," a "rose city," etc. The Rochester, N. Y., Chamber of Commerce boosted this idea last year with a tree planting and garden contest open to all the citizens, and including prizes for floral displays, window boxes, etc., on business and office buildings. The Chamber of Commerce of Houston, Tex., has enrolled the school children in a campaign to make Houston a garden city. The Rose Society of Tacoma, Wash., plans to make that city famous as the American "Rose City." Similar projects are backed by trade organizations in a majority of the western and southern cities.

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There are hundreds of small cities and towns like the town of Walpole, that, with little effort, might be converted into veritable garden villages. The organization of a home garden association which would include every householder in town would be a long step toward success in this direction. Every one loves to see flowers. Whether it is an old-fashioned garden or a formal and costly array it will instantly attract and hold our attention. There is nothing which would so increase the attractiveness of any town, or prove more effective as an advertising force than the fame of its well kept gardens. It is worthy to note that a number of agencies are anxious to assist in promoting a movement of this kind, as the various offices and bureaus of the United States Department of Agriculture at Washington, The Extension Service Department of the Massachusetts Agricultural College at Amherst, Mass., Agricultural colleges in other states, and the state and local Granges.

One of the most interesting developments of the modern recreation policy in seeking pleasure combined with genuine benefit has been the growth of the Boy Scout movement, and the corresponding movement for girls in the Camp Fire groups. In common with many cities and towns throughout the state, Walpole has a well organized boy scout group. As illustrating the practical side of this movement, the following items should prove interesting. In Pennsylvania, boy scouts have been enlisted in forestry work; in Michigan and New Hampshire they are organized to prevent forest fires, while in almost every state they are aiding tree planting. In New Jersey, the National Mothers' Congress used them to promote the building of good roads. In many cities they are doing excellent work in conjunction with the local health authorities, or in preventing the destruction of property. In Roanoke, Va., they assisted the police department in taking the census. In Salem, Or., the state department of health recently arranged that one boy in each

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school should be designated as a deputy health officer whose duty consists of looking after the sanitary conditions existing in his school.

Walpole has two organized troops of boy scouts, with an attractive clubhouse equipped with lockers, shower baths, museum, library, and drill and meeting hall. Although the troop of Walpole Boy Scouts has been organized but little over a year, it has already given several successful public entertainments including a motion picture show, and a demonstration of scout work on the playground July 4, 1916.

Coming back to the business side of the question of supplying recreation facilities, a few instances of results achieved through the coöperation of individuals and societies may be illuminating. At Ardmore, Penn., with a population of less than 4,000, a recreation center with an average daily attendance of 180 is maintained at an annual cost of $300, from public and private sources. The Women's Civic League of Hudson Falls, N. Y., maintains a center at a cost of $300 a year. The center at Morristown, N. J., is maintained by the Recreation Committee of the Women's Town Improvement Association. At Marysville, Cal., with a population of 5,500, two centers are maintained from public and private sources. In 1912 the average daily attendance was 550, and $21,175 was expended. The center at Logansport, N. Y., is maintained by the Coterie Club. In Iowa City, Iowa, the Improvement League contributes $800 a year toward the maintenance of the recreation center which has a daily attendance of 250. The Women's Literary Union of Androscoggin Co., Maine, supports two centers at Auburn, Me., having a daily attendance of 250. The Framingham, Mass., Playground and Recreation Association maintains two centers at a cost of $350 a year. At Northampton, Mass., one center, with an average daily attendance of 150 is maintained at a cost of $450 per year. Two cen-

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ters were maintained by the Park and Playground Association at Wayland, Mass., a town with 2,400 population, at a cost in 1912 of $337.

The question of equipment of school and general playgrounds may be solved without entailing any considerable expense. The United States Department of the Interior, Bureau of Education *Bulletin 550,* for 1913, contains an illuminating article on the subject of playground equipment in which the writer, H. S. Curtis, shows how a playground may be satisfactorily equipped with horizontal bars, swings, giant stride, slide, sand boxes and see-saw at a cost of $200. This article suggests an admirable opportunity for one or more local organizations to do something really worth while at small expense to themselves.

In consideration of a program for the future development of outdoor recreation facilities in Massachusetts recent legislation should be studied, providing for the acquiring by gift, purchase, or lease of lands for playgrounds; for the appointment of play supervisor, directors, etc.; the establishment of public baths, gymnasia and swimming pools; the expenditure, by the school committee of money for play supervision,[1] and the appropriation by towns for funds to celebrate old home week[2] and for Fourth of July Celebrations,[3] under which law a town may also raise by taxation sums to be expended in celebrating the anniversary of their settlement.

Legislation covering such a wide variety of recreation activities well illustrates the growing need of recreation facilities.

Any town which, as it grows, does not adequately provide

[1] Chapter 223 of the Acts of 1912; Chapter 508 of 1910; Chapter 392 of 1913 of Massachusetts Laws.

[2] Chapter 311 of the Acts of 1907.

[3] Chapter 164 of the Massachusetts Acts of 1915, amending Section 18, Chapter 25 of the Revised Laws.

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for recreation needs, from the point of view of health and education, is neglecting a most important feature of town planning.

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[1] U. S. Dept. of the Interior, Bureau of Education, Washington, D. C.
[1] U. S. Dept. of Agriculture, Washington, D. C.

[1] Catalogs of publications sent on request made to chief clerk of the department, or to the Bureau of Engraving and Printing, Washington, D. C.

Choral Society Float, Federation Parade, July 4, 1915

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CHAPTER VIII

TOWN FORESTS

UNTIL within recent years little thought has been given to the possibilities of communal forests in this country. Our natural resources have been so great that, in a typically human way, we have cared little for forest conservation until the dangers of exhaustion have forced us to action.

Within the last few years, profiting by the experience of older countries, we have finally awakened to the need of conservation, and to the reckless squandering of one source of our great national wealth. This awakening has not come, however, until we have been forced, especially in all our eastern states, to draw upon Canada for pulp wood and lumber supplies.

With changing enthusiasm, depending upon the administration in charge of national affairs, we have undertaken to carry out the policy of conservation. The Federal Government has set apart about 100,000,000 acres in the United States as a national forest reserve, under control of the Bureau of Forest Service of the Department of Agriculture. New York has 1,800,000 acres sequestered as state forest; Pennsylvania has a million acres; Wisconsin half a million acres; Minnesota has a million acres of school land to be retained as state school forests. Thirty states have forest departments, twenty-one employ professionally trained foresters, while practically every state in the union is interested in forest service work. Massachusetts has already made a beginning through the appointment of a State Forest Commission, with an appropriation of $90,000

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for the establishment of state forests. The Commission has already laid out a forest of about 1,800 acres in the towns of Winchendon, Templeton and Royalston, on which from 85,000 to 100,000 trees have been set out. Plans are completed for the development of another forest containing about 10,000 acres in the town of Carver, and one of 1,000 acres at North Reading.

The importance of federal and state action in conservation cannot be overestimated. These federal and state reservations, however, compared with the ever increasing demand for lumber and wood in our varied industries, are never likely to adequately supply our needs. A far more important movement for conservation is the communal or municipal forest movement. The idea of municipal forests, although new in America, is older than their governments in many countries in Europe.

In Switzerland approximately 72 per cent of the total area of the forests that are public is owned by communities.[1] A large percentage of the forests of Germany and Austria are the same kind. In nearly all countries of Europe there are examples of national, state and communal forests, but the communal forests cover the largest area.

The state, city and corporation owned forests of Germany are estimated as being worth $1,500,000,000. Every dollar of that sum represents a dividend paying investment. R. Ockel, in a widely quoted article published in the *Westminster Review,* is authority for the statement that "no less than 1500 German towns and villages have owned since the middle ages so much common land that their inhabitants pay no taxes. Five hundred of these villages derive so great a revenue from their lands as to enable them to pay every citizen, on New Year's Day, a bonus of from $25 to $100 as his share in the surplus."

[1] Toumey, J. W., Director of Yale Forestry School, in *American Forestry.*

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A Corner of Walpole Town Forest

House of Forester, in the Sihlwald, City Forest of Zurich

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The city of Erfurt owns and maintains the *Steigerwald*, a forest extending for a number of miles on the border of the city. Summer houses, benches and tables have been placed throughout its area at frequent intervals and are free to all. Vacation camps are maintained which are free to poor children. The children, in charge of school teachers and other adults, are given four weeks outing in the woods free of cost for food and other essentials. These outings are largely conducted by private organizations, although the city makes a substantial appropriation every year in aid of the scheme. The net profits from the municipal forests of Baden-Baden amount to $70,000 annually. The little town of Forbach, with less than 2,000 population, maintains about 1,500 acres of town forests at an annual profit of $12.14 per acre. The profits of the Pforzheim town forest amount to $9.60 per acre. The city forests of Zurich earn approximately $30,000 a year. In the *Sihlwald* the city operates its own logging camps and sawmill. So profitable has Zurich found her municipal forests that 1700 acres have been added to their area recently at an average cost of about $80 per acre for the land alone. The city forests of Frankfort are more than 11,000 acres in extent. Thirty-five years ago, the town of Orson, Sweden, made a business of planting trees on municipal land of which there was a considerable area. The people of Orson now pay no taxes, telephone fees or street car fares. All this benefit is due to the wisdom of a former generation which planted trees on all the available ground, with the result that during the past thirty years the town authorities have sold over $5,000,000 worth of young trees and timber; while judicious replantings have provided for similar revenues in the future. Nor is this development of municipal forests regarded merely as a source of commercial profit. Thousands of people use the town and city forests of Germany daily for play. Schools and hospitals for sickly or undeveloped chil-

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dren are maintained in many of them. In every possible way is their use and benefit extended.

The Massachusetts Forestry Association has carried on a propaganda which has had much influence in awakening towns to the possibilities of municipal forests.

In a recent article by the secretary of the association, interesting information was given concerning the forest of the small town of Forbach, with statistics of return from some of the German municipal forests.

Forbach is a town of 1,900 people, situated in the Black Forest region in the state of Baden. It has a town forest of 1,482 acres, or about four-fifths of an acre per inhabitant. It is a clean, neat and industrious town, located on a small stream among the high hills. Everybody seems contented and happy. A large per cent of the people work in the forest all the year, or farm their little patches in the summer and work in the forest in the winter. Others are employed in wood-working industries. The profits of the town forest pay all the communal taxes. A section of the forest is set aside as a reserve, which is used to meet extraordinary expenditures. When a new school house, a town hall or a street is to be built, they simply cut enough timber from the reserve section of the forest to meet the cost. This reserve forest takes the place of bonds or sinking funds used by municipalities in this country.

With a net profit of $12.14 per acre annually, it is not difficult to see how such a constant income can supply a small town. Beside the fact that the people have no local taxes to pay, an income is received by certain citizens from the profits of the forest. A peculiar custom prevails there, as elsewhere, by which the heads of old families receive certain benefits each year. In this town there are 250 such families, each of which is paid $36 yearly out of the profits of the forest. When one of these families dies off or leaves the town, the next citizen, oldest in age of residence, comes in for this inheritance. This privilege descends from

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father to son, however, and is the means of bringing many young men back to the village. One must live in the town in order to enjoy these benefits. In some places these old residents receive a cord of firewood each year. Such is the case in the city of Baden-Baden.

The only interference in the management of town forests is the requirement that all towns have a trained forester appointed by the state to superintend the forest. This is not a disadvantage, because these men must practically give their lives to the study and practice of forestry, and good results are obtained by them, as is shown by the following table. These are some of the best forests, but of all those visited by the writer, the average net profit per acre annually was $6.20:

Town or City	*Area in Acres*	*Annual Net Profit Per Acre*
Baden-Baden	12,849	$ 5.25
Forbach	1,482	12.14
Frankfort	11,224	4.93
Heidelberg	890	1.70
Pforzheim	2,640	9.60
Zurich	4,448	7.20

In a recent address by Hon. Jones H. Whipple reprinted in the 1914 *Report of the Massachusetts Forestry Association,* the net profit on a fifty year investment is estimated at $2,231 per acre.

The following information regarding forest property owned by municipalities in this country, prepared by Professor Toumey, Director of the Yale Forestry School, is evidence of the slowly increasing movement toward communal forests. These forests have been acquired, for the most part, as woodland areas to protect watersheds. Their development, however, for the production of forest products is the only important economic use which the land can serve.

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State	Location	Character	Area in acres
Connecticut	Bethel	Watershed forest	125
	Bridgeport	Woodland park	50
	Danbury	Watershed forest	75
	Hartford	Woodland park	413
	Hartford	Watershed forest	4,345
	Meriden	Woodland park	1,000
	Middletown	Watershed forest	684
	New Britain	Watershed forest	2,713
	New Haven	Woodland park	550
	Norwich	Watershed forest	369
	Wallingford	Watershed forest	497
	Waterbury	Watershed forest	1,000
	Waterbury	Woodland park	70
	Winsted	Watershed forest	250
Massachusetts	Boston	Watershed forest	1,000
	Milford		150
	North Adams		800
	Pittsfield		1,600
	Fitchburg		600
	Holyoke		2,000
	Westfield		1,200
	Fall River		3,000
New Jersey	Atlantic City	Watershed forest	2,000
	Bridgeton	Woodland park	250
	East Orange	Watershed forest	800
	Park Com.	Woodland park	3,365
	Newark	Watershed forest	22,851
	Asheville	Watershed forest	17,000
	Bryson City	Watershed forest	196
North Carolina	Brevard	Watershed forest	216
	Canton	Watershed forest	220
	Lenoir	Watershed forest	240
	Marion	Watershed forest	628
	Murphy	Watershed forest	600
	Saluda	Watershed forest	130
	Tryon	Watershed forest	660

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State	*Location*	*Character*	*Area in acres*
North Carolina..	Waynesville	Watershed forest..	900
	Weaverville	Watershed forest..	330
	Winston-Salem	Watershed forest..	600
Maryland	Baltimore	Watershed forest..	3,000
California	San Diego	Watershed forest..	7,000
Ohio	Cincinnati	Watershed forest..	1,500
	Cleveland	Forest, a part of municipal farm.	100
	Oberlin	Woodland park...	100
Utah	Ogden	Watershed forest..	2,155
	Manti	Watershed forest..	1,000
	Salt Lake City	Watershed forest..	25,000
Virginia	Lynchburg	Watershed forest..	7,000
	Staunton	Watershed forest..	5,000
New Hampshire.	Newington	Town forest.....	200
	Keene	Town forest.....	1,800
	Manchester	Watershed	1,800
	Franklin	Town forest.....	155
	Concord	Watershed	400
	Newbury		250
	Nashua		50
	Littleton		40
	Hanover and Dartmouth College		1,000
	Easton		100
	Milan		100
	Richmond		100
	Jeffrey		500
	Gilsum		76

It is estimated by Professor Toumey that when complete data of all communal forests in the country is available, there will be over 250,000 acres. And though their organization for the production of forest products has scarcely begun, development of these lands will not only be for

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watershed protection and recreation, but for the production of timber.

To stimulate interest in the communal forest idea, the American Forestry Association has inaugurated a town forest contest, offering to plant fifty acres of town property to three year old white pine transplants, 1000 trees to the acre, with a 75 per cent guarantee for the city or town which meets the requirements set forth in the following rules of contest and obtains the highest number of points under conditions expressed in Rule No. 4.

Rules of Contest

1. To enter the Contest a city or town must own at least 100 acres of land and have set it aside officially as a "Town Forest," in accordance with the Public Domain Act as amended.

2. At least ten cities and or towns must have entered the Contest before the prize will be awarded. All entries must be made before July 1, 1916. There is no entrance fee.

3. A Committee of the Association will judge the Contest during the month of September, 1916, and the planting of the fifty-acre prize area will be done by the Association either that autumn or the following spring at the discretion of the Committee. The decisions of the Committee will be final. The land to be planted by the Association must be reasonably cleared for planting by the winning city or town.

4. The quality of each forest will be determined by the total number of points which the judges can give it under the following sections and the number of points given after each section is the maximum that can be allowed for it. The prize will go to the town securing the highest number of points.

(a) Area of the tract or tracts of land comprising the "Forest"..... 10 Points
(b) Advantages for lumbering, and water and soil protection..... 20 "

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(c) Possibilities for recreation and esthetic development	15	Points
(d) Fire protection	25	"
(e) General improvement: roads, fences, reforestation according to modern methods, and plans for development	30	"
Total	100	Points

EXPLANATION OF THE RULES

The Association proposes to award the prize to the city or town which has done the most toward establishing an efficient Town Forest and which gives the strongest assurances that the Forest will be properly protected and developed. The Forest may be made up of two or more tracts, but if it is included in one tract it will be considered a better Forest than if composed of several. In judging the Contest, the town or city having the greatest number of acres in proportion to its valuation will be given ten points, the maximum that can be allowed under section (a), and the others will be scaled down proportionately.

Sections (b) and (c) emphasize the selection of the site for practical reasons. Accessibility, recreational advantages, ease of operation and maintenance of the Forest, protection of the watersheds as well as the beautifying of the landscape are all to be considered.

Sections (d) and (e) give the Contestants the greatest opportunity for enlarging their scores. At the same time they are designed for the purpose of emphasizing the care and protection which should be given such a Forest. No institution of this kind should be started in a city or town without definite plans for future development and the more clearly those plans are carried out, the larger will be the score given on these points. The State Forester is ready to give advice free of charge in these matters.

In the bulletin announcing this town forest contest, twelve reasons were given, many of which apply to conditions in any state, why Massachusetts should have town forests.

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Twelve Reasons Why Massachusetts Should Have Town Forests

1. We have tremendous areas of idle land.

One-fifth of Massachusetts or about 1,000,000 acres is so-called waste land. This idle land is covered with worthless scrub growth producing nothing of commercial value. Six hundred thousand acres of this area is assessed at $5.00 or less per acre, hence the income to the towns or state through taxation is very small. Private owners have not in the past reclaimed this land but under the new tax law they can afford to do so. However, the state and towns can cope with this problem most successfully.

2. We are losing one of our chief industries.

Only 17 per cent of the wood from the nineteen principal native species used in Massachusetts is raised in the state. The remainder is imported, costing the consumer much more than if raised locally. Our mills are moving out of the state and we are losing the men and capital besides paying the railroads to haul in our raw materials which should be raised right here at home. This condition has crept upon us gradually but it is certainly being realized by the consumers today.

3. The high cost of living is partially due to this idle land.

The prices of the principal grades of lumber here in Massachusetts have doubled in the past fifteen years. The man who builds a house today finds that it costs him much more for his raw material than it did a few years ago, hence he must charge a higher rent, and this is a large factor in the cost of living. This expense is going to increase until we raise more of our own timber.

4. Idle land is a direct cause of high taxes.

To demonstrate this let us take a specific example: Here is a tract of land covered with good white pine valued by the assessors at $100 per acre. The owner cuts it off and puts the money into intangibles or non-taxable property. This very fre-

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quently happens. The land comes up to gray birch, alder, scrub oak or bird cherry,— weed trees of no commercial value. Then the assessors place a value on the land of about $5.00 an acre. The tax that formerly came from the other $95.00 per acre must be distributed over the other taxable property in town. Naturally the taxes go up. The sad part of it is, that this land will never be more valuable while these weed trees are allowed to remain on it, because commercial species cannot get a start.

5. A TOWN FOREST IS A PROFITABLE UNDERTAKING.

Practically every country in Europe has tested out the town forest and found it a profitable investment. The average net profit per acre annually of the mature forest there, is over $5.00 and this profit in some cases goes as high as $12.00. Many small towns in the Black Forest have no taxes to pay and in some cases the citizens receive a dividend from the Forest. Think of being handed a check instead of a tax bill.

6. THE TOWN FOREST IS A LOCAL INDUSTRY.

Many hundreds of men are employed in the Town Forests of Europe. The city of Zurich, Switzerland, employs regularly one man for every thirty-three acres of its forest and in the winter and times of industrial depression it employs more. It is safe to say that here in Massachusetts, it will require at least one man to every 100 acres to maintain and operate a mature Town Forest. If the 600,000 acres of idle land assessed at $5 or less per acre were distributed equally among the cities and towns of Massachusetts, each would have 1700 acres for a Town Forest which would mean an industry employing about twenty men regularly, which would be an industry worth while for any town. This is one way by which to meet the problem of the unemployed.

7. PROFITS FROM A TOWN FOREST WOULD REDUCE THE TAX RATE.

If we take the average town with 1700 acres of waste land which could be converted into a Town Forest, and allow an annual net profit of $3.00 per acre, the total tax of the town would be reduced by $5100.00 This would be a big help to the average town. We are conservative in placing this profit at

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$3.00 per acre, because our best authorities tell us that this profit should be from $4.00 to $5.00 per acre.

8. TOWN FORESTS MAKE SPLENDID PARKS.

Every large town or city has or should have a park of some nature. This requires yearly appropriations for maintenance. The Town Forest is used all through Europe as a wild park and there is none better. The Town Forest is self-supporting, hence the town that has a Forest can greatly reduce or eliminate its park expenditures.

9. TOWN FORESTS SHOULD BE LOCAL BIRD AND GAME SANCTUARIES.

The economic loss from insects in Massachusetts runs into the millions of dollars every year. One reason for this is that our birds are not receiving the protection and care that they should. These forests would be ideal sanctuaries for birds and in some places for game as well.

10. OUR WATERSHEDS SHOULD BE PROTECTED.

Everybody wants to know that his drinking water is being protected. The growth of trees on the watershed is one of the surest means of such protection. A crop of trees can be raised for timber and in this way the land will serve a double purpose. Such forests may not be used for recreation except under strict supervision, but the law permits municipalities to establish town forests on their watersheds, and this should be done.

11. A PUBLIC RESERVATION INCREASES THE VALUE OF PROPERTY.

Any public reservation of permanent character such as a Town Forest will increase the value of property in its vicinity. Especially is this so if the land is used for house-lots. This increase in value will bring more money into the local treasury through taxation. The soil on which a forest grows increases in value and if the land ever becomes necessary for farms or house-lots, the town will receive the unearned increment instead of some individual. This idle and cheap land here in Massachusetts will some day become valuable and the towns should acquire it now for the good of future generations.

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12. A TOWN FOREST CAN BE ESTABLISHED WITH A VERY SMALL OUTLAY OF CAPITAL.

Every public improvement that is made whether temporary or permanent should be paid for by the generation that is to enjoy it. The Town Forest will be of profit mainly to the second and third generations and those that are to follow; hence they should meet the bills. This is arranged for by the public Domain Act or Town Forest Law. Any town may sell bonds for acquiring and developing a Town Forest and the payments are distributed over a period of thirty years. By the time the last payment is made, the first profitable thinning could be made in the forest. But how can future generations have Town Forests unless we provide for them by making a beginning now? A little forethought, a little interest on the part of the citizens, a little application of business sense to the problem in hand and any town can have its own Town Forest.

SUMMARY:

The Town Forest has proved a profitable investment in other countries, it represents a local industry, it can be secured at a very small expense and future generations will enjoy the benefits and help pay the bills. It will be a wild park, a bird and game sanctuary, a protection for the water supply and an object of beauty and profit. It will insure us against the high price of lumber in the future, give employment in times of industrial depression and reduce the tax rate in proportion to its size. The reclamation of this waste land is a question of such importance as to demand the thought of every citizen. We have a comparatively level state with over 400 people to the square mile. Truly we should be ashamed of the fact that a fifth of our land is lying idle. No valid objection can be brought against the town forest and its benefits are so many and so varied that every town should strive to have a Town Forest just as it does for other public improvements.

Though a farmer or landowner may not be interested in planting a forest because the return is remote, a city or town lives on and can well afford *now* and in the future *must*

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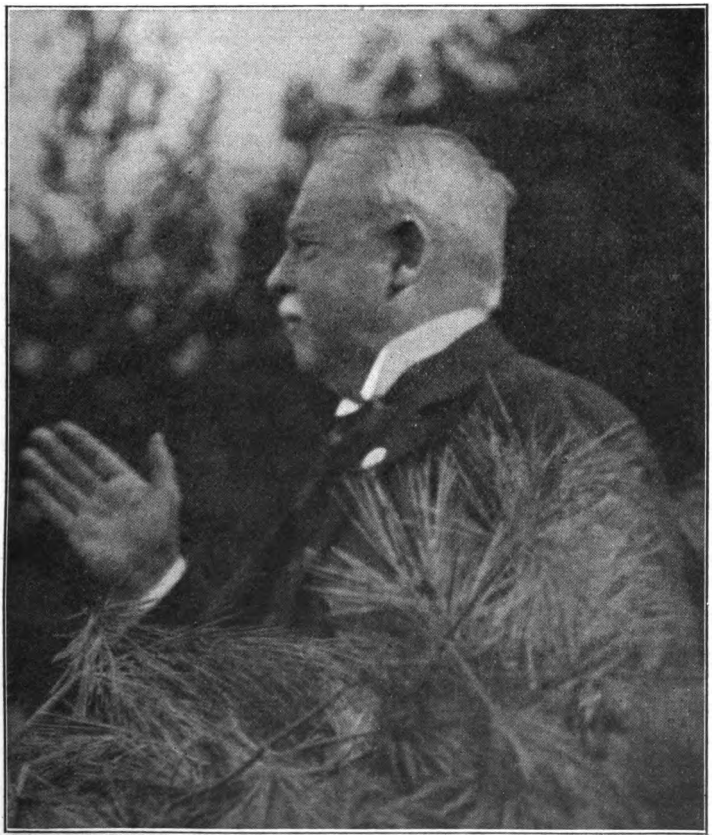
make use of waste land for the benefit of future generations.

Municipal forests have been recommended as the best



Mr. George A. Plimpton, Speaking at Walpole Town Forest Exercises, May, 1916

means of insuring better schools, sewers, lights and water systems and at the same time making taxes lower.

It has been stated that profits, after a forest is once developed, would go a long way towards making sinking funds

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unnecessary, and enable a city or town to make improvements without burdening itself for generations with bond issues.

A few Massachusetts cities and towns have already entered the Massachusetts Forestry Association contest.

The city of Fitchburg has begun the development of their 600 acre tract. The city of Springfield will plant this year 50 acres of white pine; Fall River, Cambridge, Winchendon, Andover, Amesbury, Newburyport, Gardner, Brookline and Mansfield have all begun forestation of watershed areas.

In 1916 Mr. George A. Plimpton of Walpole presented to the town a 58 acre lot of land which, with property already owned by the town, amounting to about 100 acres in all, was set aside by a vote of the town of Walpole as a town forest. Five hundred dollars was appropriated for planting. In 1914 the Town Planning Committee prepared a plan for development of a town forest, and under the direction of the Massachusetts Forestry Department the land was cleared and made ready for the planting. On May 5th, Arbor Week, the first acre of this forest was planted by the school children of the town. The occasion was marked by public exercises, attended by over 2,000 citizens. After the exercises, in which the Governor of the State, the State Forester and the officials of the town were represented, the children marched to the grounds, which had been previously plotted and made ready for planting. Each boy and girl, over 900 in all, planted one five year old tree, under the direction of the Town Forester and assistants. A stone monument has been erected to commemorate the event.

The Park Board, under whose direction the forest is being developed, following the prepared plan, has established some of the roadways by clearing and planting five year old Scotch pine and Douglass fir to mark the boundaries. Over 17,000 white and red pine have been planted this spring.

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Lieut. Gov. Coolidge Speaking at Walpole Town Forest Exercises, May 5, 1916

Planting Scene, Walpole Town Forest, May 5, 1916

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The Neponset River runs through the property, which is rolling in character. An open air theater for choral singing, pageants and open air entertainments, with suggestions for further development of the school playgrounds, and a swimming pool in the Neponset River, are included in the plan. It is expected that this forest from time to time will be enlarged, and the aim is to make it equal to the best communal forest developments abroad.

Speaking upon the need of municipal forests, Mr. William W. Colton, City Forester of Newton, has, in a recent address, urged any town or city to obtain a tract of land for the purpose, no matter how small, and start work at once to do everything possible to arouse interest in the subject. An ideal forest should contain not less than 1,000 acres, but one of 10 acres is better than none.

If the needs of future generations are to be provided for, the beginning must be made today. The increasing interest in the possibilities of municipal forests throughout the country must lead to productive results.[1]

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[1] In a recent article published by the American Forest Company, from which we have already quoted, the following brief descriptions are given by Mr. J. W. Toumey from information received through correspondence:

"Hartford, Conn., owns 4,345 acres of watershed forests which protect her potable water supply. A working plan has been made for the property and systematic planting has been in progress during the past fifteen years. Improvement thinnings have been made and considerable mature and diseased hardwoods removed. Good roads have been constructed and other work accomplished looking towards the orderly development of the property for the production of timber as well as for purposes of protection and recreation.

"Cincinnati, Ohio, owns a municipal forest of 1,500 acres, which consists chiefly of old fields with pronounced topographic features. At present it comprises an aggregation of farms of which about 25 per cent is in forest, mostly culled or severely injured by grazing. These forests are being managed as selection forests since the growth is largely all-aged classes. Reforestation has been begun and will play an important rôle in the development of the property since 75 per cent is open or denuded land. During the past two years

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Esther Goodheart Planting One of the First Trees in Walpole Town Forest

Lieut. Gov. Coolidge Planting First Tree of Town Forest. Charles S. Bird, Jr., Walpole Park Board.

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approximately 150 acres have been reforested. The object of municipal ownership and management is for the protection of potable water supply, for recreation purposes, and for the production of wood.

"Oberlin, Ohio, owns 110 acres. The area now covered with timber is managed as a selection forest. Reforestation of the open fields was begun ten years ago.

"Lynchburg, Va., owns about 7,000 acres of land situated northwest of the city in the Blue Ridge. The city keeps one man employed there constantly and another at times to guard against trespass and fire. The city has not as yet attempted any planting or improvement cutting.

"Staunton, Va., owns about 5,000 acres of mountain land, from which it obtains its water. The property is situated south of the city on the northwest slope of the Blue Ridge. It is mostly cut-over land and no attempt has yet been made to improve it.

"The city of Newark, N. J., owns approximately 22,851 acres on the upper waters of the Pequannock in Morris and Passaic counties. A large part of the tract is farm land which has been depopulated to prevent contamination of the water. Six or seven years ago some plantations were made under the direction of the State Forester, and at various times since some young trees have been planted. It is probable that this tract will ultimately become forested, but little has as yet been done looking toward its orderly development for the production of forest crops.

"Essex County Park Commission, N. J., owns 3,365 acres, of which 2,050 acres are forested with hardwoods. Improvement thinnings are made from time to time, though chiefly with the view to scenic effects.

"East Orange, N. J., owns 800 acres. About 400 acres are forests, and planting is in progress upon about 200 acres. A forest nursery is maintained, also some improvement fellings are carried on in the older stands.

"Atlantic City, N. J., owns about 2,000 acres in Atlantic County, but the property is scarcely accorded fire protection.

"Asheville, N. C., owns 1,700 acres, which embrace the entire watershed from which the potable water supply is obtained. It is patrolled to prevent fire and trespass, and is fenced to exclude cattle. A well-constructed fire line surrounds about half of the property.

"Bryson City, N. C., owns 196 acres mostly forested. It has a watchman to prevent fire and trespass, but the forest has not been organized for forest production.

"Marion, N. C., owns 628 acres. It is patrolled to prevent fire and trespass and a fire line entirely surrounds it. It has recently been fenced to exclude cattle.

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Walpole Town Forest Plan of Development

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"Newington, N. H., owns a tract of 200 acres, most of which carries a dense pine stand which varies in age from 20 to 60 years. A few years ago it became necessary to make some town improvements. On a patch of six acres in the town forest an older growth of pine was sold for $2,000, which paid for the necessary improvements without increasing taxes. Plans are now under way to plant the cut-over land and to survey and map the growth, dividing it into age classes and forming a systematic plan of cutting and reforestation. Eight thousand pine trees were planted in 1914.

"The city of Manchester, N. H., owns 1,800 acres, which protects its water supply. Rapid progress is being made in the removal of oaks and gray birch that are subject to damage by the gypsy moth and in planting the open land with pine. During the years 1914–15, 15,000 pines were set out.

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"The city of Concord, N. H., owns about 400 acres for water protection. In 1914, 50 acres of land, badly infested with gypsy moth were lumbered, bringing to the city a revenue of over $4,000. The brush on this lumbered area was burned and reforestation established. So far 87,000 pines have been planted.

"The above have been selected from a large number of brief descriptions because they fairly well represent the point of view that different communities hold in regard to their forest property and the increasing recognition of the value of these lands for the production of timber without in any way lessening their importance for protection purposes and for purposes of recreation."

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CHAPTER IX

SOCIAL LIFE AND THE COMMUNITY

Organized Coöperation

A COMMUNITY will have no program unless there is organization, and a town building program cannot progress far unless the citizens of the town are ready to work together in carrying it out.

The big things of the world have been accomplished through federation. If full use is to be made of all community forces they must be federated; just as in a nation, if it is to endure, perfect and complete federation of the communities that form the nation is essential.

Recognition on the part of the citizens of their duties and responsibilities to the community as their home, alone gives them any rights. In most of our cities and towns there is an enormous waste of energy in town building activities, through lack of coöperation. The purpose of a community organization is to unite all the forces in a town to help forward the work of town development and improvement. The distance between the several parts of town is often so great that, except through a definite organization of community forces, each section tends to work independently of the other, and the town becomes a house divided within itself. North, east, south, west and center, if a town is to carry forward a broad program of community development, must not be regarded as separate communities, but as parts of the whole. Every citizen must have a chance to understand what the community program is, which is the only way that a community viewpoint may be developed.

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Many small towns, especially in industrial sections of the country, which were formerly almost wholly rural, are developing industrially. Planning for these towns is most necessary, for these are the towns that show the most rapid growth, and by plans the evils of material development may be turned to benefits.

With a definite program, a growing, progressive town, by saving its rural and residential character, may become an ideal complete small social unit, a garden city. A town organization is necessary, if the best results of planning in development and improvement are to be achieved. It is not the purpose of such an organization to execute the program, but to marshal all town forces to secure coöperation among the different organizations, and to bring them to work together and play their part in carrying out the town program as a whole.

The business men in a town, through the Board of Trade as the industrial, commercial and residential department of a town organization, should be the group effecting the material features of a town program; the agricultural associations, the agricultural portion; and other organizations, including all men's and women's clubs, the social and civic part of the program of development.

A complete community organization must be a federation of all the many elements in a community to bring about full discussion of town needs and plan a broad campaign of town action that each step forward in each branch of town affairs may follow a comprehensive plan toward a definite goal of achievement.

The Town Planning Committee is the board responsible for preparing the town plan. The community organization should inform the citizens of existing conditions and the need for changes; outline a program of action and suggest the way in which it may be directed.

A town research bureau, connected with the organization,

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can be made a force in any campaign of progress. Another powerful agency in promoting community development is a town newspaper. It should be a medium through which the people of the town may be fully and clearly informed as to all town activities.

Much valuable advice and suggestion may be derived from the bulletins issued by various government and state departments, and by colleges such as the University of Wisconsin, or by progressive towns throughout the country. The work of the Hampden County Improvement League, with offices at 244 Main Street, Springfield, Mass., is interesting.

There is hardly an interest or need on which one would fail to receive advice or practical assistance from one or another of the ninety odd special departments, bureaus and offices maintained by the Government at Washington. They will teach the men or women of any town how to organize a club or a community organization, how to manage a celebration, or will furnish a valuable formula for mixing cement. If one desire the services of an organizer, the Government is anxious to send such a man. If one wishes speakers for some public celebration or for carrying out an educational campaign, the men are available. Any person in the United States may, on application, have his name placed on the mailing list of the Department of Agriculture or other departments to receive copies of the monthly bulletins of publications and in this way keep in touch with information on every subject.

The Extension Service of the Massachusetts Agricultural College can be made of valuable assistance in many branches of town work. The bulletin prepared by Mr. Carol Aronovici, and issued by the American Unitarian Society of Boston under the title "Know Your Own Community" is an example of bulletins offering suggestions for the making of social surveys for small cities and towns. The Massachu-

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setts Civic League is ready to assist in promoting any feature of community building, and much information may be drawn from the library maintained by the League at the "Town Room," 4 Joy street, Boston.

The National Municipal League, of Philadelphia, made up of individuals and organizations from all parts of the country, is devoted to the improvement of municipal government and to the development of every phase of municipal activity. It serves as a clearing house for information on municipal development. A request is sufficient to secure its coöperation. The League of American Municipalities, with headquarters at Baltimore, Md., is similar in purpose and in its desire to promote greater coöperation between the various cities throughout the country. The American Civic Association, of Washington, D. C., is another national organization devoted to civic betterment. Its chief aim is to promote the development of parks, playgrounds and other features of physical improvement. The Russell Sage Foundation, of New York City, is devoted to the work of municipal improvement through correction of the causes that contribute to the growth of conditions inimical to the general welfare. These are but a few of the organizations that are organized for the purpose of assisting cities and towns in their work of development and improvement.

"The Social Center," by Edward J. Ward, editor, contains an admirable analysis of the social problems involved in town building. "The Making of a Town," by F. L. McVey, deals with the practical and business side of town development, as does, also, "Community Development," by Frank Farrington.

The earnings and consequent purchasing power of the citizens of any small town represent a trade opportunity that should not be lost. The retail trade of a rural-industrial town should be directed to the support of a live trade center. In such a town as Walpole the wage earners em-

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ployed in the industrial establishments are drawing more than a million dollars in wages annually. No effort should be spared to turn as great a proportion of that sum as possible into the channels of local trade. R. K. MacLea, a "tariff board" investigator, has recently stated that the small community stores throughout the country can sell goods cheaper than the big department stores in the cities. "In the rural stores of the East," says Mr. MacLea, "the cost of retail business reaches its minimum." The possibility of developing the local trade field through the organization of coöperative societies should be studied. There have grown up throughout this country many coöperative stores, which, wherever there has been fair leadership, have proved successful. A year ago in the town of Walpole a Coöperative Stores Company was started, which has been prosperous and bids fair to develop into an important activity.

The extraordinary possibilities of coöperation are too little understood in this country. While at the present time there are upwards of 90,000 coöperative societies in the United States, they are chiefly concerned with the promotion of agriculture. The balance are mainly of the character of loan and savings or building societies. In no case has there been developed any great central organization such as exists in England or Germany.

In Great Britain, the coöperative movement, since its inception as a result of a strike among the flannel weavers of Rochdale, has grown into a membership of 3,400,000 representing a yearly volume of trade amounting to $600,000,000. In Germany, like so many of the splendid social developments in that country, the coöperative movement has been carried on by the people themselves rather than by the so-called ruling or government class. It has made its influence felt in every department of civic and commercial life. Clergymen of every denomination in Germany

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have expressed their belief that coöperation has accomplished more for the moral welfare of communities than have the churches. Raiffeissen, father of the German Farmer's Credit System; Dr. Wollenborg, who developed a similar system in Italy, and Sir Horace Plunkett, whose efforts in promoting the coöperative movement were so largely instrumental in bringing about the revival of Ireland's industries, are all men whose work may be studied to advantage.

While it is not possible to describe the many departments of the coöperative movement, the work being done by the Harvard Coöperative Society of Cambridge, Mass., Charles River Coöperative Society of Boston, the Coöperative Stores Co. of Chicago, and similar organizations throughout the country, shows that the seed of a great coöperative movement has been sown. The organization and management of building, loan and savings societies is exhaustively treated in a book on the subject by H. S. Rosenthal. The work of credit unions like the Massachusetts Credit Union, of Boston, created by special statute in 1909, will repay investigation. The aim of the credit union is to assist deserving members through periods of financial stress caused by sickness or lack of employment; or in providing the needed capital that will enable the workman to embark on a business of his own. Shares and premiums are based on the idea of attracting the most humble members of the community. The increased incentive to thrift due to present conditions throughout the world promises a wide development of the credit union idea during the coming year. The plan and purpose of their organization is set forth in a pamphlet entitled *A Credit Union Primer,* by Arthur H. Ham and Leonard G. Robinson, published by the Russell Sage Foundation of New York City. The bulletin on *Credit Unions,* issued by the Massachusetts Bank Commissioner, is equally valuable. Attention is called to chapter

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447 of the Acts of 1913, and to chapter 118 of the Acts of 1915, relative to the organization and management of co-operative societies under Massachusetts laws. The work of the Right Relationship League of Minneapolis, Minn., and the Wisconsin Society of Equity, in organizing co-operative societies on the Rochdale plan will repay study. Valuable advice or suggestion may be secured through the Extension Service of the University of Wisconsin, at Madison, Wis., and the University of Minnesota at Minneapolis.

Other sources of information regarding the coöperative movement may be opened by communicating with the Department of Agriculture, and the Department of Commerce, Bureau of Foreign and Domestic Commerce, at Washington, D. C. The latter office is particularly helpful as a source of information about the work of coöperative societies in all foreign countries, and it has published a number of special reports on the subject. The Massachusetts Agricultural College, at Amherst, Mass., is also interested in promoting this movement. The principal British organizations are the Labor Copartnership Association, 6 Bloomsbury Square, London; Workers Educational Association, 14 Red Lion Square, Holborn, London, W. C.; the Coöperative Union, 2 Nicholas Croft street, Manchester, England; the Kinning Park Coöperative Society of Glasgow, Scotland; and the Coöperative Wholesale Society, 1 Balloon street, Manchester, England.

Every town with a rural belt, such as Walpole, can do much to promote rural interests and activities. The day of intensive farming is dawning for America. Nowhere is this more evident than in the areas surrounding our great metropolitan centers. Rural communities that have achieved definite results in development through the work of coöperative organizations afford admirable examples for investigation with a view to the application of their methods to the local situation.

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The Report of the Chief of the Office of Markets and Rural Organization, at Washington, D. C., contains an excellent summary of sources of information relative to the coöperative movement among farmers. As instances of what has been accomplished through coöperation in advancing the interest of fruit growers and others the work of the following organizations is worth study. The California Fruit Growers Exchange is regarded as the largest and most successful of the farmers' organizations in the country. Although but six years old, it handles half the fruit product of the state and has made the word "Sunkist" famous through its advertising. The Walnut Growers' Association of California, the Tamarack Coöperative Association of Michigan and the Citrus Fruit Growers Association of Florida are examples of coöperation on a large scale.

The Monmouth County Farmers Exchange of New Jersey succeeded in breaking a combination which permitted them to receive but 41 cents out of every dollar of value represented by the potatoes they raised. The Producers and Consumers Exchange of Maine, the Maple Sugar Makers Association of Vermont, the Market Gardens Association of Hartford, Conn., the New England Cranberry Sales Co. and the Boston Coöperative Flower Market are examples of successful coöperation in different lines of agriculture.

The methods employed by the Baltimore Chamber of Commerce in developing the canning and preserving of food products as one of the city's leading industries affords an example of a city taking full advantage of its business opportunities. With no better prospects than exist in the metropolitan district of Boston, the Baltimore Chamber of Commerce undertook the systematic development of intensive farming in the surrounding territory. Belgian and Italian immigrants were induced to take up farms in the

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outlying districts, and the result testifies to the excellent business judgment back of the original idea.

Advantage should be taken of chapter 267 of the Acts of 1914 authorizing the Massachusetts State Board of Agriculture to use the sum of $2,000 in prizes or otherwise to promote interest in agriculture among youths under 18 years of age; and of chapters 260 of 1912, and 133 of 1909, whereby coöperative agricultural societies are entitled to receive sums for the promotion of agriculture, horticulture and domestic science. The enactment this year by the Massachusetts legislature of a law to provide for the teaching of agriculture to families in cities is expected to be beneficial not only in promoting interest in agriculture and the "back to the land" movement, but to be equally valuable in relieving congestion of population in cities throughout the state.

Valuable suggestion for the organization and management of coöperative dairies, creameries, etc., may be gained from study of such organizations as the Sheboygan County Cheese Federation of Plymouth, Wis., the Cummington Creamery at Cummington, Mass., and the Shelbourne Creamery at Shelbourne, Mass. Dr. Charles E. North of 50 Church Street, New York City, conducts an important cooperative dairy experiment at Homer, N. Y. E. S. Brigham of St. Albans, Vt., is interested in the development of coöperative cheese factories and dairies throughout northern Vermont. "The Farmers' Coöperative Exchange," by A. E. Cance, published by the Massachusetts Agricultural College contains suggestions for the organization of cooperative societies and includes by-laws and forms of organization. Information relative to the recently authorized Massachusetts Farmland Bank may be obtained at the office of the incorporators, 57 Worthington street, Springfield, Mass. The state departments of Colorado and Oregon have issued excellent bulletins dealing with various phases

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of the coöperative movement. Similar bulletins have been published by the Board of Public Affairs of Madison, Wis. *Coöperation,* a monthly journal issued by the Coöperation Publishing Co. of Minneapolis, Minn., and the *Coöperative Journal,* published in Chicago, are interesting as sources of information.

In Europe the task of attracting people to farm life has been systematically organized. Conferences have been held in London recently that were attended by the leading statesmen of the kingdom to discuss the "back to the land" problem. Special attention was given to the development of a plan to help soldiers, trained to outdoor life by their experience in the war, to take up congenial and profitable employment on their return. Similar conferences are being held throughout this country. The conference conducted by the Massachusetts Agricultural College, last summer, was one of the most important, and covered every phase of rural development and organization.

Abroad, the organization of coöperative societies has, to some extent, eliminated the middle man, and enabled the farmers to sell direct to the consumer at greatly reduced prices. In America the farmer gets a relatively small proportion of the retail value of his products. This cooperative policy is represented as having been so successful in Denmark, that the value of the average small farm is fifty per cent greater than that of larger holdings; while the cost of the product to consumers in the cities has been reduced through the operation of coöperative stores. A pamphlet issued by the State of Wisconsin, entitled *A Plan for a Coöperative Neighborhood,* is one of many that have been published offering valuable suggestions for the formation of farmers' coöperative and credit societies. The *Bulletin* issued by the Office of Markets and Rural Organization of the U. S. Department of Agriculture, on the *Organization of a Rural Community* and the Report of the Chief

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of the Office for 1915 include many suggestions not only for stimulating interest in agriculture, but in making farm life more generally attractive.

The problem of how immigrant population can best be trained and assimilated by industrial towns is a difficult one to solve. The Americanization Day suggestion is having some influence. Recently the Boston Chamber of Commerce organized a movement to interest employers. One feature of the program was to find one thousand new American citizens. Employers were asked to make a census of employees over 23 years of age, not American citizens, to select, after the census was made, "those who by reason of their character, ability to read and write English and to respond satisfactorily to the usual tests of citizenship, seemed to be the most promising material for Americanization"; to then set on foot "a careful campaign to indicate to the selected men the advantage of taking out first citizenship papers, and persuade them to do so."

The foreign citizens of the town of Norwood, Mass., are reached through the educational and social activities of the Norwood Civic Association.

In many places receptions have been organized for the foreigners, that have proved a useful influence toward more understanding.

It is intolerable that as a country we should continue to take in immigrants and give them no better assistance to find the sort of work that they are fitted to perform, and to useful citizenship, than we do now. One of the most important needs is that of housing. A town program should include suggestions for the development of property, particularly for foreigners. In a small industrial town the community organization should have a committee responsible for working out plans to win the confidence of foreign citizens, many of whom in a short time may become influential citizens.

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The recent report of the Massachusetts Commission on Immigration contains an admirable analysis of the whole case, with many thoughtful and practical suggestions as to methods that may be employed in dealing with the various features of the question.

Pageants and choral organizations, which would include in their program the folk songs of Europe, can afford opportunities for social intercourse, essentially of value to the entire community. An international arts and crafts exhibition for the display of the handicrafts of the various peoples that figure in the population would make a direct appeal to their pride and tend to promote mutual respect and might develop latent and profitable talents.

Use should be made of the National Reading Circle maintained by the Bureau of Education, Department of the Interior at Washington. This division of the Government has been organized for the benefit of all who wish to add to their education. There are eight courses included; courses for parents, children, and students generally. They cover American literature, history, economics, sociology, fiction and bibliography. For admission to the course it is only necessary that the applicant write to the Home Education Division of the Bureau of Education, Washington, D. C., giving name, address, age and a short statement of his education and occupation. To each person submitting satisfactory evidence of having read all the books in any course during three years, there will be awarded a certificate from the Bureau of Education signed by the Commissioner of Education. Readers may take more than one course if they wish. Books are not furnished, but may be obtained from local libraries in the city or town where the reader resides or by purchase. When a course has been completed, the student notifies the Bureau, which will then select a book in the series and request that the student write a description of it.

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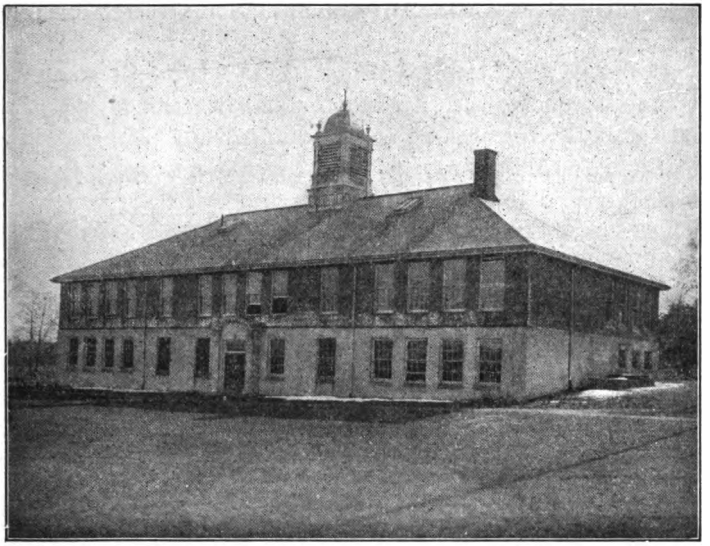
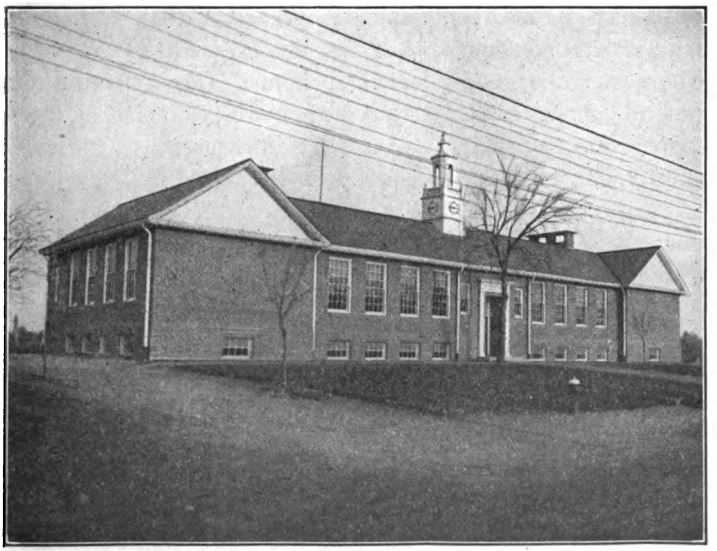


Plimpton School, Walpole Center, 1916



Fisher School, North Walpole, 1916

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In endeavoring to bring about a more perfect spirit of co-operation among the citizens, it must be remembered that no lasting success can be obtained under any plan that fails to recognize that the town, in its corporate capacity, is as much entitled to consideration as any individual or group. The citizen too frequently loses sight of the fact that the establishment of government agencies for certain purposes is only a higher form of coöperation. It in no way lessens the individual's responsibility, nor shifts the burden of it upon the town. He can only expect a return commensurate with his personal investment of interest and labor. His duty does not end with the payment of his taxes, great or small. It is necessary that every one be imbued with a firm purpose to do a little more than his mere duty, if any genuine or lasting improvement is to be expected.

School Centers

"There is nothing," says E. Ward, "that can stand against the freedom and great achievement of a people whose neighborhoods feel like home." Apart from the general benefit resulting from the growth of a spirit of social coöperation embracing all classes and interests in the community, its beneficent influence will be exerted in many ways. It can become the source of quickened interest in civic affairs, facilitate the needful interchange of ideas in dealing with the many vexing problems associated with social and economic progress, smooth the way toward the complete assimilation of our immigrant population, develop a spirit of genuine fraternalism and direct the steps of the wage-earner toward increased efficiency and earning power.

Recently there has been an awakening to the possibility of aiding social development through the extended use of school buildings. We have begun to give thought to the fact that despite the immense capital invested in our school buildings they are in use but a few hours each day. When

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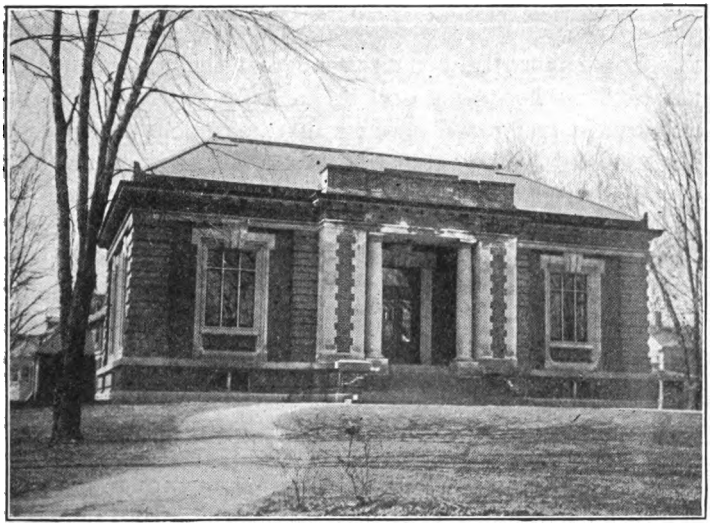
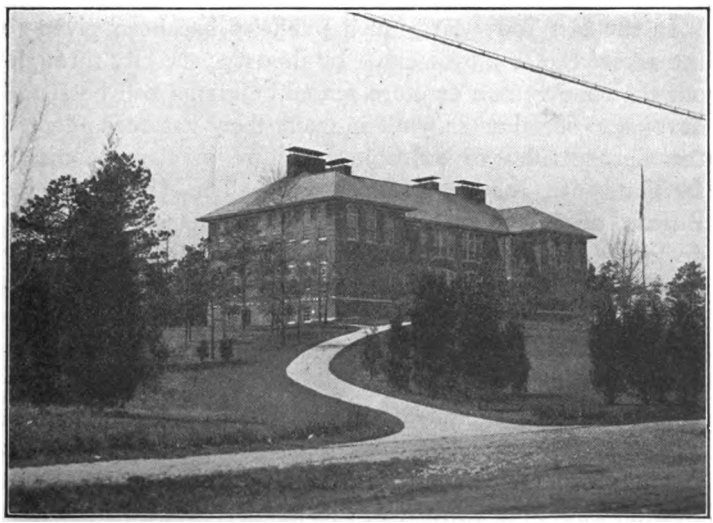


Walpole Public Library, 1916



Walpole High School, 1916

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the people more fully understand that the widest possible use of the school plant will be not only beneficial but economical, in that it will mean a more complete use of their own property, a long step will have been taken on the road of social progress.

It is true that in some communities conditions are such that more can be accomplished through a community house than in the use of the school house as a community center. There is no reason why town halls should not be planned as attractive community centers. A far broader purpose may be served with a building of the right character than is possible in the school building in the promotion of the town's social development. It should house a town reference and research bureau, a permanent town planning and development exhibit, an annual budget exhibit, and represent a community clearing house for its material, social, and civic activities.

In the last few years much publicity has been given to the school center movement. In almost every city throughout the country one or more school buildings will be found devoted to social uses; while in many there has been adopted the German idea of movable furniture in class rooms to facilitate use for general purposes. The United States Bureau of Education has published an excellent bulletin dealing with the wider use of school buildings.[1] Equally valuable is the Bureau of Education *Bulletin on the Teaching of Community Civics,* No. 23, 1915, which outlines aims and methods in the teaching of community civics and community welfare, and study.

Although the extended use of school buildings has afforded exceptional opportunities for developing social life in cities and towns, the growth of the movement has not been dependent upon their agency alone.

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[1] "The Extension of Public Education," by Clarence Arthur Perry. *Bulletin No. 28,* 1915.

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One of the best examples of the successful community house to be found anywhere in the United States exists close to Walpole in the town of Norwood, Mass. "To help the people to help themselves," the motto of the "Corner House," one of an imposing group of buildings, aptly describes the purpose of the Norwood Civic Association. On well kept grounds, several acres in extent, including a baseball field, tennis courts, etc., there has been erected a club house perfectly appointed for fulfilling its purpose as an ideal recreation center, with lecture halls, meeting rooms, gymnasium, swimming pool, etc. The "Corner House," with its hospital, dental and eye clinics, etc., is devoted to the task of conserving the health and well being of the community. *The Civic Herald,* a live and interesting weekly newspaper, is the official organ of the Association. All unite in forming an agency of exceptional value to the civic and social development of the community.

An example of private enterprise is the J. C. Proctor Endowment of Peoria, Ill., which contributed $130,000 for the purchase of a lot and the erection of a civic center house, which will be maintained from the endowment fund. At Ludlow, Mass., there is the John Edward Stevens Memorial, frequently referred to as one of the best examples of a social center and community house east of Chicago.

The success of the Norwood Civic House, the Proctor Endowment, and the Stevens Memorial illustrate what may be done in a large way through the generous aid of public spirited citizens. Many examples might be cited showing praiseworthy accomplishment with no other capital than enthusiasm and an appreciation of the power of coöperation. Greensdale, Mass., a suburb of Worcester, has a community house said to be the only building in the state owned and controlled by an improvement society. The various rooms are used for general recreation, public dinners, meetings, dances, social functions and improvement society meet-

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ings. At Framingham, Mass., the old town hall has been vested in the local improvement association, which raised funds and equipped it for social uses. The Civic Committee of the Women's Club of Arlington, Mass., has become an important factor in the town's development through its success in providing social and recreational activities for the children of the town. At Stafford Springs, Conn., a woolen mill town of about 5,000 population, the local improvement committee hired a floor and a half in an old mill building at a rental of $18 per month and fitted it up at a cost of $250. Some of the furnishings were loaned, some donated, while much of the gymnasium apparatus was built by members. The annual maintenance cost of $550 is raised by subscription and from small fees charged to members. The finely appointed neighborhood house at Bennington Falls, Vt., grew out of the efforts of one young woman who began inviting boys and girls to her house for a social hour once a week. Locust Valley, 30 miles out from New York City, is an example of what may be done even by a very small community, in this case a town of only 1500 inhabitants. A community center was organized in an old barn, which has since been fitted up and equipped with gymnasium apparatus, etc. In bringing about this result, there was hardly a person in the town who did not contribute directly, either in giving some article, if only a chair, or in labor, making repairs and alterations. At Van Wert, Ohio, the Civic Club has awakened the entire community. Its program includes lectures, clean up day, tree planting by children on Arbor Day, planting and caring for flower beds in the parks and squares. Each year the organization, which comprises 50 women and 25 men, conducts, as a feature of the annual fair, a sale of modern sanitary articles for household use. The citizens of Iron Mountain, Mich., solved the problem of a municipal hall for social uses by erecting a building at a cost of $8,000 and leasing part of it to the Federal Government

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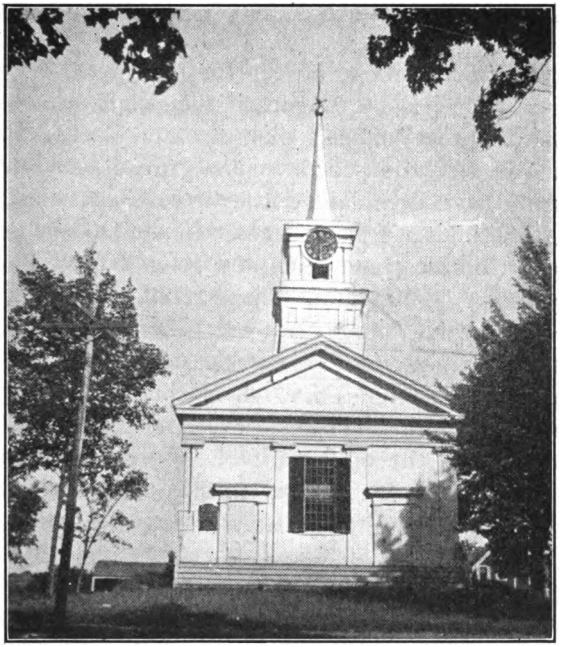
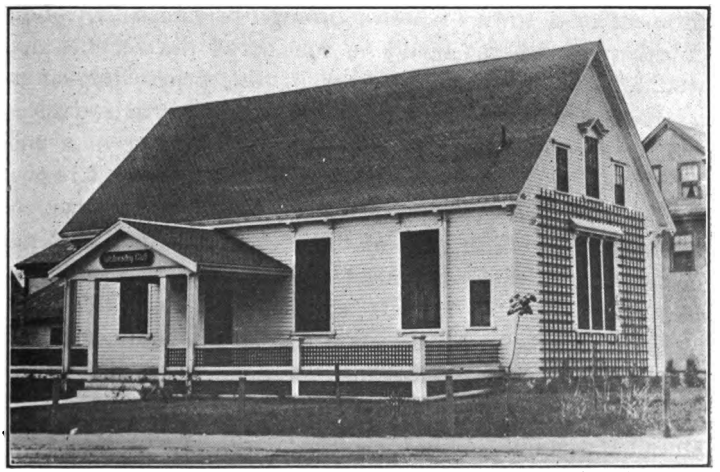


Methodist Episcopal Church, South Walpole



Wednesday Club House, East Walpole

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for a post office at $950 a year for ten years. "Nothing Without Labor" is the slogan of the neighborhood house maintained by the Women's Club of Santa Barbara, Cal., as a social and recreation center. The grounds, covering several acres, have been laid out with baseball fields, tennis courts, and children's play spaces. In the club house there are rooms for the men's club, and general meeting rooms, reading rooms, gymnasium, billiard room, etc. Included in the list of the club's activities are general entertainments, lectures, dramatics, music, domestic science and the maintenance of dental clinics for school children.

One of the most important developments of social welfare work is in the opportunity it affords of fostering a more general interest in good music. There is hardly a village in Germany, France, Italy or Austria that does not maintain a municipal orchestra; nor a city or town in England without its choral society or festival day. Since 1898, the city of Boston has maintained a municipal orchestra, frequently cited as one of the best small orchestras in the country. In connection with any suggestion for the establishment of a town orchestra through private subscription, or otherwise, there should be considered the benefits that would result from a lowering of the prices for entertainments conducted by various community organizations.

Reference has already been made to the value of a well organized choral society in developing a healthy social spirit in the community. Throughout the country, there may be found numerous instances of the success of choral societies in presenting, once a year, simple cantatas or oratorios. Bethlehem, Penn., is famous for its "Bach Festival," which owes its beginning, fifteen years ago, to the enthusiastic efforts of Dr. Wolfe, the organist in Bethlehem's little Moravian church. The success of the People's Choral Union, and of the Handel and Haydn Society in Boston have made these organizations almost as celebrated as the famous

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Caecilian Verein of Frankfort, Germany, or the great Choral Union of Manchester, England.

No study of recreation in its intellectual aspect is complete without consideration being given to the municipally operated theater or motion picture house. Examples of municipal theaters in the United States are limited to a few cities, notably, Northampton, Mass., Concordia, Kan., Hennessey, Okla., Pittsfield, Mass., Richards Center, Wis., and Red Wing, Minn. Although as yet new in America, the maintenance of municipal theaters has for years been a recognized function of European cities. Russia, which many Americans regard as not greatly progressive, maintains more than 400 "people's theaters," ranging from splendid opera and playhouses, one of them the largest theater in the world, to modest frame buildings in country villages. More than fifty of the smaller German towns, as Oppelin and Neisse, own municipal theaters.

While the establishment of a municipal theater would not now be possible in Walpole, there exists in the motion picture an admirable substitute. During the past few years, the motion picture house has become the real theater of the people. Through its agency the public is being educated to the dangers that lurk in impure milk, and the war against the spread of tuberculosis and other infectious diseases is being materially aided. Owing to existing methods of control in the business, the expense of maintaining a permanent exhibition might be greater than the town could afford. The rental cost of films varies from $1 to $8 per day; and the film, with careful handling, may be good for about 500 exhibitions.

There is, however, the possibility of establishing an exchange with other cities and towns. An exchange of this character has recently been organized between Edmonton and other Canadian cities for the purpose of teaching hygiene and sanitation. Each city in the group purchases one

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film, and exchange shows are held every week at which local physicians act as volunteer lecturers in describing the pictures. Equally suggestive is the experience of the little town of Haven, Kan. The town was too small to support a good public show. No one cared to risk the capital necessary to provide a building. Realizing the importance of cheap wholesome amusement, the business men in town purchased a motion picture machine outfit. Shows were given in the town hall, all surplus profits going toward the purchase of new films. So successful has the venture proven, that last year the town built an air dome theater for summer shows and it is proposed to continue use of the town hall for winter shows. In considering the purchase of a motion picture outfit, attention might be given to the efforts of the Pathé and Edison Companies of New York, and others, to provide machines for general use at reasonable cost.

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CHAPTER X

HOUSING

THE ugly, sordid tenement and crowded apartment house, with all the evils of the city slums, which has shown a tendency to develop in many industrial towns unchecked, is a serious menace to the future of this country. In the last few years there has been an increasing tendency for large industries to move into the country. Industrial development has changed the entire character of what were once wholly rural communities. Few manufacturers considered that community development was any concern of theirs, and with a few exceptions, if they were able to hire all the workmen they needed, little thought was given as to how or where they lived. There were instances, however, of employers, or more usually an employer, who, inspired by paternalistic motives, built houses which were owned by his concern and rented to his operatives.

The failure of *Pullman,* Ill., an example of one of the best of such town developments, proved that this sort of housing, superficially attractive, and others like it can never be successful. In a democracy men would rather live in squalor than feel the hand of capitalism continually upon their shoulders. However well this housing provides for the needs of a family, it can never take the place of the individually owned home.

Selfish and ignorant individualism, the guiding or rather unguiding power that has developed many of our prosperous towns into wretched slums, is even more intolerable. In recent years there has been marked evidence of an awaken-

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ing among the leading citizens of towns to the fact that the wretched condition of housing which grows up where the spirit of coöperation is lacking, and where no help is given to improve the conditions, is totally unnecessary. Accomplishment in many places has shown that it is possible for people to help each other to own homes with pleasant and attractive surroundings with material profit to everybody concerned. By reasonable coöperation between capital, municipalities and labor, housing can be planned and developed from which every one benefits. The day of autocratic feudalism has passed; the day of unchecked individualism is passing; we are entering a new age in which democracy will demand a better understanding among people.

The work of the building and loan associations and cooperative banks throughout this country, by providing help to individuals to save and own their homes, has been wonderfully fruitful. The garden city, garden suburb and copartnership movement abroad is beginning to have its influence in this country. It is to be hoped that before many years pass, states will give to individuals and the community the same sort of financial assistance as is given on a long term basis to promote housing abroad.

Government Aid Abroad

In many European countries government aid is extended to various housing projects by states and municipalities acting under authority of special legislation. The method of granting this aid differs greatly in detail in various countries, but the general plan may be summarized under three heads as follows:

1. Building Directly for Rental or Sale:

   a. *For Government's own employees.*
      National as in Austria, Germany, Hungary and Roumania. State or provincial as in Germany,

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Switzerland and Roumania. Municipal as in Germany, Hungary, and Roumania.

b. *For working people generally,* as in France, Germany, Great Britain, Italy, Australia, and New Zealand.

2. MAKING LOANS OF PUBLIC FUNDS (including also Government guaranty of loans, to):

a. *Local authorities,* as in Austria, Belgium, Denmark, Sweden, Norway, Germany, Great Britain, Hungary, and Luxemburg.

b. *Noncommercial building associations,* as in Austria, Belgium (by savings banks where deposits are guaranteed), Denmark, France, Germany, Great Britain, Italy, Luxemburg, Netherlands, Sweden, and Norway.

c. *Employers,* as in Germany, Great Britain, and Luxemburg.

d. *Individuals,* as in Germany, Great Britain, Australia, New Zealand, and Norway.

3. GRANTING EXEMPTIONS OR CONCESSIONS IN TAXES OR FEES OR GRANTING SOME OTHER FORM OF SUBSIDY TO BUILDING ASSOCIATIONS OR OTHERS, as in Austria, Belgium, France, Germany, Italy, Hungary, Roumania, Spain, Switzerland, Australia, and New Zealand.[1]

The subject of housing development is admirably treated in the Report of the Massachusetts Homestead Commission

[1] It should be noted that classed as loans of public funds in the above list are the loans which have been made from the funds of the state accident and sickness insurance associations in Austria and of the funds of invalidity and old age insurance institutes in France and in Germany. These loans in Germany represent the most important aid to housing yet developed, having reached a total of more than $118,000,000. (United States Bureau of Labor Statistics, *Bulletin* on Government Aid to Housing.)

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of 1913, while the matter of government aid to housing has been made the subject of an exhaustive Report recently issued by the United States Bureau of Labor Statistics, under the title, "Government Aid to Home Building in Foreign Countries."

Housing is a problem often neglected in town planning schemes; and yet it should be realized that it is impossible in any community for a people housed in sordid surroundings, under unsanitary conditions, to maintain healthy visions or ideals. As Mazzini has beautifully expressed it, "The home is the country of the heart. The home is the nursery of citizenship." "The nation whose working population," Henry Vivian has said, "is housed in unsightly barrack tenements has its end almost in sight."

The pity of the past monstrous, miserly conditions where material development has been most marked, is that they were wholly avoidable. With a little planning, material prosperity should have brought such social and civic development that the highest ideals in housing might have been attained.

The work of the National Housing Association and many other propaganda associations' activtities have proved a source of assistance and inspiration throughout the country. The appropriation of $50,000 by the 1916 Massachusetts Legislature, secured by the efforts of the Homestead Commission, authorizing the commission to purchase land suitable for housing, to erect low priced houses and provide for their sale upon installments to working people, marks an era in American housing development. The building laws that have been passed in many states to insure provision for the minimum of light, ventilation, sanitation, and safety, and the increasing number of housing organizations and groups of people active in housing propaganda show a growing interest and demand for better conditions. As Mr. Edward T. Hartman, Secretary of the Massachusetts

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Civic League, says: "It is an up hill game." That does not mean, however, that the goal is not going to be reached, nor that it does not make the game more interesting. Like the up hill game in evolution, the higher civilization goes, the more its horizon broadens. As people awaken to the possibilities of what can be done by working together toward improving housing, the individualistic point of view which has led to such unfortunate housing conditions must change and bring with it more enlightened individual, community, and state action.

The better housing movement abroad, especially in England and Germany, has advanced further than in this country.

The Garden City

In England the movement for better housing of industrial workers was given great impetus by the garden city idea, which first made its appearance in a little book, "Garden Cities of Tomorrow," which was published in 1902 by Mr. Ebenezer Howard. The garden city, much as described by Mr. Howard, has already come into existence at Letchworth, where development was started ten years ago on the central third of an acquired estate of six square miles, thirty-four miles northeast of London. The village has grown rapidly and now comprises over twenty local industrial firms, together with a population of twelve thousand.

It is important to keep distinct the idea of a garden city, garden suburb, and garden village. To quote a succinct definition of the three phases of this movement from "The Garden City Movement Up to Date," by Ewart G. Culpin:

Cities, Suburbs, and Villages

In view of the many distorted ideas of what a garden city is and the confusion which has resulted between garden cities,

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garden suburbs, and garden villages, it may be well to quote a succinct definition of the three phrases:

A "Garden City" is a self-contained town, industrial, agricultural, residential — planned as a whole — and occupying land sufficient to provide garden-surrounded homes for at least 30,000 persons, as well as a wide belt of open fields. It combines the advantages of town and country, and prepares the way for a national movement, stemming the tide of the population now leaving the countryside and sweeping into our overcrowded cities.

A "Garden Suburb" provides that the normal growth of existing cities shall be on healthy lines; when such cities are not already too large, such suburbs are most useful. Even in the case of overgrown London they may be; though on the other hand they tend to drive the country yet further afield, and do not deal with the root evil — rural depopulation.

"Garden Villages," such as Bournville and Port Sunlight, are garden cities in miniature, but depend upon some neighboring city for water, light and drainage. They have not the valuable provision of a protective belt, and are usually the center of one great industry only.

The only example of garden city development is Letchworth. The garden city movement is not only a housing movement, but is a much broader social movement. Within the last ten years there has been a significant development in England of garden suburbs and garden villages. This has had a profound influence upon town planning and housing legislation, not only in England, but in many other countries. On pages 156 and 157 is a list of English garden suburbs and garden villages.

In Germany the difficulty of securing mortgages on cottage property has hindered the extension of the garden city idea. Recent legislation, however, provides that money may be advanced on second mortgages to copartnership societies, if among the members there are a good number of officials. Some of the most successful and largest Ger-

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man developments are: Hellerau; Stockfeld, near Strassburg, made possible by the assistance and coöperation of Strassburg; Margaretenhöhe, near Essen; the copartnership garden suburb of Wandsbeck, near Hamburg; and others near Karlsruhe and Leipsig.

In France a Garden City Association was founded in 1904, which has had an influence in the development of housing along garden city and garden suburb lines. The movement has also extended to Austria, Belgium, Holland, and other countries in Europe. Mr. Ebenezer Howard's book, "Garden Cities of Tomorrow," has been translated into the languages of all leading countries.

The distinctive features of garden city methods of development may be described as:

1. Single ownership.
2. Town planning.
3. Low density of population.
4. Gardens: allotment and individual with each home.
5. Limited dividends: usually 5 per cent to investors, the surplus being returned to capital for the development of the garden community.
6. Appropriation of the unearned increment on the site value of the estate, for the benefit of the future community.
7. Government aid, in the form of loans up to two-thirds of the value of the estate at 3½ per cent interest.
8. Centralized control over the entire estate to protect it from speculation and to maintain its character in a permanent manner.
9. Proximity to work and amusements.
10. Good streets.
11. Good homes.
12. Good health.

Through single ownership of the entire estate, speculation and non-resident ownership are excluded, and the highest degree of operating freedom is secured for the gradual

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Name of Estate.	Total Area (in acres).	Now Developed.	How Controlled.‡	Dividend Limited to.	Share Capital Authorized.	Share Capital Issued.
Alkrington	700	10	D	—	—	—
Anchor Tenants (Leicester)	48	15	E	5%	—	£2,387
Blackley	243	9	(Municipal)	—	—	—
Bournville	609	138	C	(see particulars)		
Bournville Tenants	20	20	E	5%	£10,664	£10,664
Bristol	26	7	A	5%	£10,000	£5,781
Caerphilly	10	—	E	5%	—	—
Coventry	14	2	E	5%	—	£1,660
Cuffley	550	—	B	—	—	—
Datchet	30	30	E	5%	—	—
Derwentwater Tenants	2½	2½	E	5%	—	£1,054
Didsbury	2	2	E	5%	£1,300	—
Ealing	63	40	E	5%	—	£27,498
Fairfield Tenants	23	—	E	5%	—	—
Fallings Park	400	8½	D & E	—	—	—
Garden City Tenants ...F	39	39	E	5%	—	£20,588
Gidea Park	500	108	D	—	£80,000	—
Glasgow	200	5	A	5%	£25,000	£3,970
Guildford	20	3½	D	—	—	—
Hadleigh	7	—	E	5%	—	—
Hampden Park	9	9	E	5%	—	—
Hampstead Garden Suburb	652	180	A	5%	£75,000	£54,111
Hampstead Heath Extension Tenants	—	—	E	5%	—	£10,700
Hampstead Tenants ...F	27	27	E	5%		£26,500
Harborne	54	54	E	5%	—	£8,461
Haslemere	5.09	2	E	5%	—	—
Hereford	8.75	8.75	(see particulars)			
Hull	94	70	C	3%	—	—
Ilford	40	20	A	5%	—	—
Knebworth	800	—	D	—	—	—
Llanidloes	9	—	A & E	5%	—	—
Letchworth (Garden City)	4,566	800	A	5%	£300,000	£176,921
Liverpool	180	25½	E	5%	—	£39,500
Machynlleth	15	—	A & E	5%	—	—
Manchester (Burnage)	11	11	E	5%	—	£6,722
Merthyr	17½	—	E	5%	—	—
New Earswick	120	39	C	(see particulars)		
New Eltham	27	—	E	5%	—	—
Oakwood Tenants	—	—	E	5%	—	£6,450
Oldham Garden Suburb	52½	17½	E	5%	—	£11,271
Otford	160	—	E	5%	—	—
Petersfield	32	—	E	5%	—	—
Port Sunlight (a)	223	135	D	(see particulars)		
Rothley	1,000	150	D	—	—	—
Rhubina	110	—	E	5%	—	—
Ruislip Manor	1,300	100	A	5%	£75,000	£30,000
Sealand	47	10	E	5%	—	£5,150
Second Hampstead Tenants F	39	39	E	5%		£59,970
Sevenoaks	6½	6½	E	5%	£40,000	£2,555
Somersham	17¼	—	E	5%	£20,000	£475
Stirling Homesteads	40	1½	E	5%	—	£415
Stoke-on-Trent	38½	13	E	5%	—	£4,890
Sutton (Surrey)	25½	—	E	5%	—	£1,584
Warrington (Great Sankey)	20	—	A	5%	£20,000	—
" (Grappenhall)	22	—				—
Woking	9	3	E	—	—	—
Woodlands	127	127	(owned by Colliery Co.)			
Wrexham	200	—	A & E	5%	—	—

‡ A. Public company, limited dividend. B. Public company, unlimited dividend. C. Trust. D. Owned privately. E. Society of Public Utility under Provident Societies Act. (a) Not including works area. F. Not separate estates. Area included in parent schemes.

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Total Rates.	Operations began.	Present Number of Houses.	Present Population.	Houses per Acre (maximum).	Ultimate Houses Expected.	Ultimate Population.	Minimum Rents.	Maximum Rents.
—	1911	40	170	12	8,400	30,000	6/6	£50
4/8	Sept., 1907	84	360	10	250	1,250	6/–†	10/9†
8/1	1901	150	600	17	2,810	11,240	6/4†	7/–
7/4	1879	920	4,390	6	3,654	15,000	5/–	11/6
—	Aug., 1906	146	750	11	146	750	6/–†	£35/10/–
—	1909	44	178	14	280	1,400	6/6†	£35
—	1913	24	120	10	100	500	5/6	£39
8/5	Oct., 1912	12	40	14	189	945	6/6†	£35
5/6	1913	—	—	5	2,750	10,000	7/6	£150
—	1913	—	—	10	—	—	10/6	£100
6/–	Oct., 1909	25	83	12	27	135	5/6	8/6
8/2	Mar., 1907	30	102	15*	30	102	7/6	8/6
6/8	April, 1901	510	2,000	12	700	3,500	6/6	£57/12/–
—	Dec., 1912	—	—	12	270	1,080	5/–	10/–
9/4	June, 1907	75	310	12	1,000	1,750	4/6†	10/–†
4/9	April, 1905	322	1,600	12*	322	1,600	4/6	£61
8/–	May, 1910	188	700	8	4,000	16,000	11/6	£100
—	Oct., 1912	40	140	12	2,600	10,000	6/11	£35
—	Oct., 1910	32	—	—	160	650	7/6†	9/–
—	1913	—	—	—	—	—	4/3†	—
—	1909	73	—	11	98	450	8/6†	12/6†
5/6	May, 1907	1,550	5,000	8*	2,000	—	5/9	£110
5/6	July, 1912	—	—	—	—	—	—	—
5/6	May, 1907	271§	1,200	10*	277	1,200	6/–	£55
8/2	Sept., 1907	499	1,600	9.25	499	1,600	4/–†	£40
7/8	Mar., 1912	20	80	10	60	200	6/4†	10/–†
—	1909	86	430	10	86	430	4/9†	7/9†
10/1	Nov., 1907	560	2,000	12	700	3,500	4/9†	£35
8/6	Dec., 1909	70	200	8*	150	750	£30	£100
4/6	1909	250	1,250	8	6,400	19,000	5/6	£120
7/6	June, 1913	—	—	12	60	250	4/–	£30
5/0	Sept., 1903	1,876	8,200	12*	7,000	35,000	4/3†	£120
8/6	July, 1910	260	1,000	12	1,800	7,000	7/–†	£40
8/2	June, 1913	—	—	12	150	600	4/–	£30
8/4	1908	136	500	12	136	500	5/3	11/6
—	1913	32	—	—	175	875	6/6†	10/–†
—	Dec., 1904	150	750	10	1,200	6,000	4/6	£60
—	May, 1913	—	—	11	—	1,400	7/6	10/6
5/6	Jan., 1913	100	420	—	—	—	7/–	£55
8/8	1907	156	750	14	700	3,500	5/11	£30
—	1913	13	—	—	—	—	—	—
—	1913	—	—	—	28	—	—	—
—	1895	823	3,600	10	1,200	5,000	5/3†	—
5/9	1909	69	240	—	—	—	4/6†	£160
—	July, 1913	34	—	12	1,200	6,000	5/–	12/–
7/4	April, 1911	100	300	12	5,000	20,000	5/–	£150
1/10	July, 1910	108	550	10	470	2,500	4/9	8/6
5/6	Aug., 1909	377	1,900	10*	377	1,900	5/9	£130
6/2	1904	80	250	13	80	250	4/9	12/6
—	1913	6	—	—	20	—	4/–†	7/–
2/6	May, 1910	11	39	6	40	200	4/–	£26
10/–	April, 1910	95	300	12	412	2,000	5/–	£60
6/5	Feb., 1913	31	18	10	226	1,130	7/–	£60
—	July, 1907	24	100	12	243	1,200	6/–†	£30
—	July, 1907	12	55	12	260	1,300		
—	1912	21	—	8	72	350	4/–†	10/6†
—	June, 1907	653	3,600	5.2	653	3,600	5/3†	6/9†
6/–	May, 1913	—	—	12	2,000	10,000	4/9	£60

* Excluding roads, etc. † Including rates. § Blocks of shops and residential flats have also been erected. ¶ A number of estates recently started have not yet made sufficient progress to warrant inclusion here. Reference to most of these will be found on other pages.

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and orderly development of the estate according to experience and changing needs. Before any part of it is built, the estate is skillfully planned and laid out. Different sections are designed for their most appropriate use, residential, industrial, commercial, or recreative. The best sites are given for residence and park purposes. The industrial district is located most conveniently with relation to transportation lines and to supplying power and other special facilities to the community. The sites for the chief buildings are fixed and the subordinate streets are located only as development requires. The general character of the houses for different districts is decided, and scrupulous attention is given to the development of the general esthetic resources and possibilities of the community, as well as the social and institutional life of the future inhabitants. Density of population is limited to a low average, ranging from six to twelve single family houses per acre. All dwellings are provided with ample spaces for the cultivation of flowers, shrubs, garden vegetables, and fruit trees. Gardening advice is made available and flower and vegetable shows are promoted among the occupants in a manner to encourage the highest cultivation. An important feature of the financial plan is the limitation of the dividend on investment to 5 per cent or less. This enables the promoters to obtain such money as they need and to utilize all profit to the direct or indirect advantage of the members of the community. This is augmented by arranging that the increase in the site value of the estate shall inure to the benefit of the people. Through the imposition of restrictions with regard to building, and by complete control of the management, it is possible to afford occupants an assurance that the residential amenities of the neighborhood will be preserved. By economizing in streets, through building them narrow and using inexpensive paving on subsidiary roads, and by saving in construction costs, it is pos-

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sible to reduce the price of lots and to include much more land in each lot. Thus by intelligently directing the growth of the community, it is possible to assure high health conditions and to offer far greater educational and recreational facilities to the wage earner than it would be possible for him to obtain under ordinary conditions elsewhere.

Copartnership

An interesting feature of the garden city movement has been derived from the application of the principle of coöperation to housing. Copartnership societies have been started for the purpose of promoting the economic erection, coöperative ownership and administration of healthful homes and attractive surroundings at a cost sufficiently low to be within the reach of the wage earner and to utilize otherwise unattainable factors in harmonizing the interest of the investor by an equitable use of the profit arising from the increase of values and the careful use of property. The copartnership movement started in England in 1901 at Ealing near London. Other copartnership societies were started and developed slowly but satisfactorily until 1907, when the Copartnership Tenants Limited was established to meet the need for a central administrative body. The objects of this society are:

1. To provide expert advice based on accumulated experience of how to buy, lay out, and develop an estate.

2. To raise capital for such societies as join the federation and accept its advice.

3. To pool orders where practicable, so that benefits of wholesale dealing in building materials shall be secured to the societies joining the federation.

Since the organization of this society several additional copartnership companies have started in various parts of England, and with the original four societies, represent a total valuation of more than $6,000,000. Mr. Henry

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Vivian, who is largely responsible for the original copartnership suburb, has since become the leading exponent of the movement. The methods followed by these societies are briefly summed up in the words of Mr. Vivian, as follows:

1. To purchase a site in the suburb of a growing town, and to plan or lay it out in such a way as to provide (a) suitable playing grounds for the tenants and their children; (b) a reasonable limitation of the number of houses to the acre, so that each house may have a private garden; (c) pleasing architectural effects, both in the grouping and designing of the houses.

2. To erect substantially built houses, provided with good sanitary and other arrangements; to let these at ordinary rents, giving the preference to investors desiring to become tenants; to pay a moderate rate of interest on capital (usually five per cent on shares and four or four and one-half per cent on loan stock), and to divide the surplus profits (after providing for expenses, repairs, and sinking fund) among the tenant investors, in proportion to the rents paid by them. Each tenant investor's share of profits is credited to him first as a repairs fund, and then capitalized until he holds the value of the house tenanted by him, after which all dividends may be withdrawn in cash.

Copartnership Advantages

In such societies it is possible for the individual to obtain practically all the economic advantages which will arise from the ownership of his own house. Capital is obtained at the lowest possible rate, and preliminary and other expenses are cut far below the lowest cost for individual building. A great advantage to the wage earner is his freedom from holding actual title in the property. Instead, he is given security scrip for stock in an association of tenant stockholders, and if he finds it necessary to leave the community, he may dispose of his stock to the association at par, or retain it and draw interest.

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Capital in a copartnership society is of two kinds: shares and loan stock. The loan stock is sold to outside investors and offers preferential interest limited to four or four and one-half per cent, while the shares are sold to tenants and pay as much as five per cent. The surplus after paying for repairs and a sinking fund is credited in capital to each tenant according to the rent he pays, until, with his cash payments, he holds the value of the house he lives in. After that he receives cash dividends.

Improved Housing in America

During recent years there has been a marked awakening on the part of American cities to the need for better and increased housing facilities. Popular exhibits relating to tuberculosis, congestion of population, child welfare, housing, and city planning, have been attended by hundreds of thousands of people in all parts of the country and have served to create a public support for remedial measures. One of the results of this awakened public sentiment has been the appointment of health and housing boards and of city planning and transit commissions in several states. In Massachusetts a Homestead Commission was created three years ago and has made a thorough inquiry into the housing question and reported its recommendations to the legislature.

Private Initiative

Individuals and corporations have engaged in the rehabilitation of slum areas in various cities through the erection of model dwellings. The scope of some of these developments may be seen from the following table recently prepared by Mr. John Nolen:

Copartnership in America

A copartnership undertaking on European lines has recently been started in this country by the Billerica Garden

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PARTIAL LIST OF IMPROVED HOUSING IN THE UNITED STATES COMPANIES

Date of Information	Name of Company	Location	Tenements Rented			Total No. of families	Remarks
			No. of buildings	No. of families	Range in average rent per family		
1914	Goodyear Heights Realty Co.	Akron, O.	.....	.....	.....	88	Sell at Cost
1914	Albany Home Building Co.	Albany, N. Y.	.....	.....	.....	66	
1914	Billerica Garden Suburb, Inc.	Billerica, Mass.	.....	.....	.....	.....	
1914	Boston Coöperative Building Co.	Boston, Mass.	75	332	.....	332	Value is assessed valuation
1914	Boston Dwelling House Co.	Boston, Mass.	6	74	$26–38	100	Value is assessed valuation
1914	Improved Dwelling Ass'n.	Boston, Mass.	.....	76	$4½–11	76	2 per cent Dividend Paid
1914	Westerly Gardens	Bound Brook, N. J.	.....	.....	.....	.....	
1914	Improved Dwellings (Mr. A. T. White)	Brooklyn	18	500	.....	534	Not incorporated
1914	Cincinnati Model Homes Co.	Cincinnati	18	66	.....	66	
1914	J. P. Schmidlapp	Cincinnati	.....	.....	.....	96	Value is estimated
1914	Sage Foundation Homes Co.	Forest Hills, L. I., N. Y.	1	17	$42½	172	
1914	Framingham Associates	Framingham, Mass.	.....	.....	.....	34	
	Gary Land Co.	Gary, Ind.	.....	.....	.....	.....	
1914	Province of Nova Scotia Land Corp.	Halifax, N. S.	.....	.....	.....	.....	
1914	Municipal Housing Co.	Los Angeles, Calif.	.....	.....	.....	.....	
1914	Improved Housing Ass'n. of New Haven	New Haven, Conn.	.....	.....	.....	16	
1914	City & Suburban Homes Co.	New York City	58	2757	$9–26	3007	
1914	Octavia Hill Ass'n.	Philadelphia	45	279	$1½–14	596	
	Improved Tenement Corporation	Providence	.....	.....	.....	.....	
1914	Quebec Sanitary Housing Co., Ltd.	Quebec	.....	.....	.....	.....	
1914	Toronto Housing Co.	Toronto	.....	.....	.....	38	
1914	Washington Sanitary Housing Co.	Washington	.....	.....	.....	188	
1914	Washington Sanitary Improvement Co.	Washington	.....	.....	.....	578	
1914	Woodlawn Co.	Wilmington, Del.	.....	.....	.....	390	A few rent at $6420
1914	Modern Homes Co.	Youngstown, O.	.....	.....	.....	87	
			221	3801	.....	6464	

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Date of Information	Name of Company	Location	Houses Sold		Houses Rented		
				Range in average price per family	No. fams. in 1-family	No. fams. in 2-family	Range in average rent per family
1914	Goodyear Heights Realty Co.	Akron, O.	84	.....	.....	4	.....
1914	Albany Home Building Co.	Albany, N. Y.	43	$1900–3300	15	8	$17–30
1914	Billerica Garden Suburb, Inc.	Billerica, Mass.	.....	.....	.....	.....	.....
1914	Boston Coöperative Building Co.	Boston, Mass.	.....	.....	.....	.....	.....
1914	Boston Dwelling House Co.	Boston, Mass.	6	$4850–5400	21	.....	$26–35
1914	Improved Dwelling Ass'n.	Boston, Mass.	.....	.....	.....	.....	.....
	Westerly Gardens	Bound Brook, N. J.	.....	.....	.....	.....	.....
1914	Improved Dwellings (Mr. A. T. White)	Brooklyn	.....	.....	34	.....	$19
1914	Cincinnati Model Homes Co.	Cincinnati	.....	.....	.....	.....	.....
1914	J. P. Schmidlapp	Cincinnati	.....	.....	.....	96	$7½–17
1914	Sage Foundation Homes Co.	Forest Hills, L. I., N. Y.	128	$12,000	30	.....	$75
1914	Framingham Associates	Framingham, Mass.	15	$3,000	5	14	$15–30
	Gary Land Co.	Gary, Ind.	.....	.....	.....	.....	.....
1914	Province of Nova Scotia Land Corp.	Halifax, N. S.	.....	.....	.....	.....	.....
1914	Municipal Housing Co.	Los Angeles, Calif.	.....	.....	.....	.....	.....
1914	Improved Housing Ass'n. of New Haven	New Haven, Conn.	.....	.....	.....	16	$12–17
1914	City & Suburban Homes Co.	New York City	97	$2700–6800	153	.....	$18–35
1914	Octavia Hill Ass'n.	Philadelphia	.....	.....	259	58	$5–11½
	Improved Tenement Corporation	Providence	.....	.....	.....	.....	.....
1914	Quebec Sanitary Housing Co., Ltd.	Quebec	.....	.....	.....	.....	.....
1914	Toronto Housing Co.	Toronto	.....	.....	6	32	$12–26½
1914	Washington Sanitary Housing Co.	Washington	50	.....	.....	138	$8–12
1914	Washington Sanitary Improvement Co.	Washington	.....	.....	.....	578	$7½–18
1914	Woodlawn Co.	Wilmington, Del.	.....	.....	150	240	$10½–14½
1914	Modern Homes Co.	Youngstown, O.	.....	.....	87	.....	$10–25
			423	.....	760	1184	.....

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PARTIAL LIST OF IMPROVED HOUSING IN THE UNITED STATES COMPANIES

Date of Information	Name of Company	Location	Date Begun	Div. Limit Per Cent	Capital	Value of Property	A ... Acı	No. Families per Acre
1914	Goodyear Heights Realty Co.	Akron, O.	1912	Not for profit	$10,000	$445,000	400	4
1914	Albany Home Building Co.	Albany, N. Y.	1911	5	70,000	177,000	6	11
1914	Billerica Garden Suburb, Inc.	Billerica, Mass.	1914	5	16,540	27,000	56	5
1914	Boston Coöperative Building Co.	Boston, Mass.	1871	7	292,000	375,200	25	.....
1914	Boston Dwelling House Co.	Boston, Mass.	1912	—	522,000	382,100	29.5	10
1914	Improved Dwelling Ass'n.	Boston, Mass.	1885	.....	100,000	100,775	3	.....
	Westerly Gardens	Bound Brook, N. J.	.....	.....	.....	.....	.....	.....
1914	Improved Dwellings (Mr. A. T. White)	Brooklyn	1877	—	600,000	600,000	.....	.....
1914	Cincinnati Model Homes Co.	Cincinnati	1913	5	500,000	.....	.....	.....
1914	J. P. Schmidlapp	Cincinnati	1912	5	—	140,000	.....	.....
1914	Sage Foundation Homes Co.	Forest Hills, L. I., N. Y..	1911	—	.....	3,500,000	200	.....
1914	Framingham Associates	Framingham, Mass.	1907	—	55,000	.....	.....	.....
	Gary Land Co.	Gary, Ind.	1909	.....	.....	.....	.....	.....
1914	Province of Nova Scotia Land Corp.	Halifax, N. S.	1914	6	.....	.....	.....	.....
1914	Municipal Housing Co.	Los Angeles, Calif.	1914	6	.....	.....	.....	.....
1914	Improved Housing Ass'n. of New Haven	New Haven, Conn.	1914	5	13,000	25,000	.....	.....
1914	City & Suburban Homes Co.	New York City	1896	5	4,104,090	6,795,018	.....	.....
1914	Octavia Hill Ass'n.	Philadelphia	1896	4	200,000	175,000	.....	.....
	Improved Tenement Corporation	Providence	.....	.....	.....	.....	.....	.....
1914	Quebec Sanitary Housing Co., Ltd.	Quebec	1914	.....	.....	.....	.....	.....
1914	Toronto Housing Co.	Toronto	1912	6	1,000,000	290,000	210	.....
1914	Washington Sanitary Housing Co.	Washington	1905	5	146,600	185,268	.....	.....
1914	Washington Sanitary Improvement Co.	Washington	1897	5	500,000	944,059	.....	.....
1914	Woodlawn Co.	Wilmington, Del.	1903	.....	.....	587,000	16.5	23½
1914	Modern Homes Co.	Youngstown, O.	1910	5	155,000	200,000	8	.....
	Total 25 Companies		.....	.....	$7,284,230	$14,948,420	763.0	.....

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Suburb, Incorporated. This company was organized to develop a modern garden suburb near North Billerica in Massachusetts, within walking distance from the Boston and Maine repair shops. The recent establishment of these shops has created a great demand for workmen's houses, and it is the object of the company to obtain the advantages of cheap land and low construction cost, to pay a dividend limited to five per cent on capital invested, to eliminate speculative profits entirely and distribute payments for the home over a long period of years, thereby making it possible for almost all of the employees to improve their home conditions. This is the first time in the United States that all the elements of the English garden suburb have been combined to meet the needs of the workmen earning from $12 to $20 a week. Development has already begun, and the company has met with some measure of success in the first stages of its work. A greater or less portion will be turned over to a copartnership society for development by that method. In another section houses will be sold outright on installments. In a third section houses will be built to rent, and in the fourth district the company will construct special buildings, as the demand arises, for shops and boarding houses.

Factory Villages

Some of the best examples of places where industrial concerns have given assistance to improve housing for their employees may be found at Hopedale, Mass., and at Whitinsville, Mass. The Ludlow Manufacturing Association of Ludlow, Mass., Waltham Watch Company, S. D. Warren Co. of Cumberland, Maine, Plymouth Cordage Co. of Plymouth, Mass., Maryland Steel Company of Sparrows Point, Md., the John B. Stetson Co. of Philadelphia, and the village development of Leclaire, Mo., founded by N. O. Nelson, are noteworthy instances of this practice.

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Taxation

No study of the housing movement is complete without consideration of the problem of taxation. In discussing this feature of the situation, Mr. E. T. Hartman writes:

We are not going to solve the housing problem in this country until we have two fundamental reforms. Housing laws aim to establish a minimum below which no one may go and aid to establish a minimum in regard to light, ventilation and sanitation. They do not, however, provide homes. We need these laws at all times but we need still further action. The fundamental reform is that we put into operation economic principles which would promote the building of homes.

If there were competition for the use of land, instead of absolute indifference as to whether it is used or not, large areas would be available for building and would actually be developed, idle lands would be farmed, labor would be employed in farming and in building, wages would be raised, rents would be lowered, and the whole situation would be different. As it stands now if you and I own vacant adjoining lots in Walpole and you build an attractive cottage on yours and offer it at reasonable rental to a working family, the tax assessor comes along and raises the taxes on your land and taxes you for the full value of your house. He leaves me alone. You have employed labor, purchased goods and supplied a home. I have done nothing. You are penalized and I am encouraged to do nothing. I think this is wrong.

Your building and similar buildings in the town will cause the municipality to erect schools, societies to erect churches and the development of streets, water supply, sewerage systems, transportation, etc. All these increase my land values while I am doing nothing. I do not even allow the neighborhood club to use my vacant lot for a garden. It remains an eye-sore to the people of the town.

Let us once establish the principle of taxing land on its economic values, that is its value for use, and correspondingly decrease the taxes on improvements, etc., and there will be such a competition on the part of land for use that our entire situa-

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tion will be changed. Then land will be crying for use and buildings will spring up everywhere. They will not in the first instance be proper buildings without proper housing laws and here is where laws will come in to a particularly good advantage. In the last analysis I believe that a tax on land values would do away with the necessity of housing laws, although it would not so work in the first instance. Ultimately there would be such a competition, not only on the part of land for use, but on the part of houses for rentals, that only the best designed and the most healthy of homes would be favorably received. Bad homes would gradually be eliminated. Just as rapidly, however, I think, as by process of law, and with less friction.

Let me explain that I have not come to this conclusion because of any previous views on taxation. I have never studied taxation to any extent but when I came to try to discover the causes of the housing problem I could not keep away from this point. I see it as I have here briefly outlined it, as a conclusion which no one can avoid who tries really to get at the bottom of the problem.

There are many who ardently believe that the single tax would solve the taxation problem, and in operation would encourage property development, preventing the evils of land speculation. Where it has been tried in western communities there are varying opinions as to its success. Such systems as the graded property tax and other substitutes of personal property tax, demand careful study. Taxation has a fundamental influence upon town planning and housing,[1] and must therefore be taken into consideration in this connection.

[1] In a recently published book, "Principles and Methods of Municipal Administration," by Dr. Wm. B. Munro of the Department of Government, Harvard University, a chapter is devoted to municipal finance and taxation, in which the subject of budgets is discussed. Taxation, municipal finance and budget making are closely allied, and are all problems that have an important influence upon community building.

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Coöperative Banks

Coöperative banks and building and loan associations have given effective individual aid toward home owning throughout this country. They might prove equally useful in spreading the larger social idea of the garden cities. There is no reason why encouragement of coöperation in home owning should not be combined with encouragement of coöperation between home owners toward sound community development.

Garden city and suburb activity throughout the country would prove of inestimable value in its influence, not only upon the development of many towns and cities, but upon future generations.

The coöperative bank plan would prove more useful if the period of loan offered, now only ten years, should be extended. By reducing the size of installments in this way, it would make it possible for many to coöperate who find the present system prohibitive.

Housing in Walpole

The Billerica Garden Suburb is of special interest to Walpole because it is near at hand, and because of the prospect of a similar development in East Walpole. Plans have been prepared for a scheme, which contemplate the building of a garden village on an estate of about 180 acres of land located near the East Walpole station. The best principles of garden-suburb development will govern this scheme.

An attempt will be made to give it a distinctive New England character, and the straightforward, simple type of architecture which stamps many of the older New England villages will characterize the development.

A feature is the reservation of a certain tract for allotment gardens, and a section of the property which will be turned over for copartnership development.

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Perspective Sketch of Neponset Garden Village, East Walpole

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A Walpole Real Estate Association was recently organized to help develop real estate in the interests of the town. There is no reason why the garden suburb idea should not be extended in other parts of the town and other schemes started. With good leadership, this organization should prove a forceful influence toward better housing.

Walpole is certain to expand commercially, but with proper planning the natural beauty and location of the town suggests infinite possibilities for residential development.

During the decade between 1900 and 1910, the town increased in population 37 per cent. The foreign born population of the town increased 249 per cent, while the native born population shrunk over 32 per cent. This striking increase in the foreign born element is due to the rapid development of Walpole's industries, as indicated by figures prepared by the Massachusetts Bureau of Statistics, showing an increase in capital investment from $2,000,000 to $7,000,000.

Although the demands incidental to the increase in number of mill workers is in part responsible for Walpole's housing problem, the general development of the town, so as to increase its natural attractiveness as a residential community, should have careful consideration. The ideal community is one in which industrial and commercial activities are but elements, and the development of the town but one of the interests of the people as a whole.

Walpole's problem is rather a question of home owning than of general housing. In the last ten years the number of dwellings in Walpole has increased by 207. On April 1, 1914, there were 1061 dwelling houses in the town, the estimated number April 1, 1915, being 1110. Of these, only a relatively small proportion could be rented at figures that would put them within the reach of unskilled workmen. Therefore, many persons employed in the town have been forced to seek elsewhere for homes, and to live at some

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Poplar Grove, Earswick Garden Village

Hampstead Way, Hampstead Garden Suburb

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distance from their work. Such a situation means not only a serious economic loss to the individual worker, but an equally serious loss to the industries in town, because of unsettled community conditions. The town is sure to continue to develop industrially, and its industrial future demands that Walpole study present and future needs, and prepare to fill them consistently and adequately. Through intelligent development, such plans may be worked out as will make housing conditions in Walpole a model for other cities and towns to follow.

The recent acceptance by the town of the Tenement House Act[1] (Chapter 635 of the Acts of 1912) will prevent much future trouble. The adoption, last year, of a carefully prepared building code which prohibits unsafe and unsanitary construction or use of single family dwellings and other buildings, not covered by the Tenement House Act, is another indication of Walpole's interest in good housing. It is important, however, that these steps be supplemented by a concerted effort to promote the erection of single and two family residences throughout the town.

In any program, to be fully successful, the citizens of the town must coöperate. A choral society, a few well given pageants, and reasonable publicity; a districting plan and definite plans for the future growth, provided interesting things are being accomplished in the town, not only help forward an improved housing movement, but the whole program of town building.

The following report of the Standard Buildings, Incorporated, of New York, we publish by courtesy of those interested in the Neponset Garden Village scheme. As a complete report it is interesting, though there are suggestions offered not agreeable to many housing authorities.

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[1] Chapter 786 of the Acts of 1913, known as the Tenement House Act for Cities, is permissive and prescribes standards for cities.

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REPORT ON
PROPOSED DEVELOPMENT FOR
NEPONSET GARDEN VILLAGE
AT EAST WALPOLE, MASS.
April 5th, 1915

THE PROJECT

Garden Villages — Copartnership and Garden Villages — Copartnership Tenants' Societies — English Methods and American Conditions — The American Problem — Race Characteristics — The Copartnership Plan in America.

It is the purpose of this report to examine the way to develop a garden village in America so that it may be successful industrially, socially and financially; and to apply the working out of this way to the Neponset Garden Village at East Walpole, Massachusetts.

GARDEN VILLAGES

The name, "Garden Village," is English and it is in England that the idea has been most completely worked out. The first of these villages to be built was composed of houses with gardens contiguous or nearby, but they soon developed into villages where special stress was laid upon beauty of house and landscape and the economic accomplishment of this by the combined and organized effort of the inhabitants.

COPARTNERSHIP AND GARDEN VILLAGES

As the number of these villages increased and the idea developed, there grew up two different methods of organization, one having the individual ownership of the land as the central idea, but with restrictions that would maintain the character and purpose of the development; and the other built upon the idea that the ownership of land and buildings should rest in the community for the common good, and only the use of the houses and plots be assigned to the individual, leaving him free to depart if he so wished, but able to stay as long as he desired.

Both of these plans have the advantages, (a) of providing for the owner or tenant of a small tract of land many of the

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benefits of ownership of a large tract, (b) of saving money by collective operations, (c) of maintaining the character and purpose of the development by proper restrictions, (d) of securing a social atmosphere.

The first of these plans, the garden village one, has solely the advantages, (a) of individual ownership of house and land, (b) of enabling the individual to reap the entire benefit of any appreciation in the value of his land, (c) of increasing the security of invested capital by making the borrower personally interested in maintaining the property. (It has been found in the copartnership tenants' societies that the tendency was to let the property run down in order to increase profits immediately.)

The second of these plans, which has come to be known as the copartnership tenants' idea, has solely the advantages, (a) of greater industrial independence (the tenant is freer to move from place to place since he is able to withdraw or transfer his investment without loss); (b) of insuring to the individual a share in the profits from appreciation of the value of surrounding property that results from the development; (c) of creating a collective friendship.

An idea of recent growth in the world has been made a fundamental part of the copartnership tenants' plan. It is the joint coöperation of capital and labor for their mutual advantage.

COPARTNERSHIP TENANTS' SOCIETIES

At the beginning of the century, Mr. Henry Vivian of England had been active in an effort to reconcile capital and labor. There was a magazine called *Copartnership,* and at Ealing there was a Society that was experimenting in copartnership in industry. Some of the members of this society bought land and started the first "copartnership housing village." There are now fifteen or more such societies associated with a central society having its headquarters in London.

While America has led the older countries in the pioneer work of model community development, in recent years it has copied English modes in its model suburban developments, following the garden suburb rather than the copartnership tenants' plan. But already the contest between the two English methods

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is afoot here in America, and the copartnership tenants' plan is about to be worked out in one or more American developments.

ENGLISH METHODS AND AMERICAN CONDITIONS

It behooves us, therefore, to examine these two methods and see how far they are applicable to American conditions and which — if either — is the best for us to follow.

English, rather than European methods, are selected by us, because by language, traits and history, we are more closely connected with England than with the other countries. We are, nevertheless, a cosmopolitan nation, made up of very mixed nationalities. In this fact is one reason why English methods, unadapted to our needs, cannot succeed. We must serve different races while England serves only one.

THE AMERICAN PROBLEM

Races, like individuals, have a personality that is indomitable. It is manifest in every phase of individual life. One has but to read the papers presented at any international housing conference to learn how this problem manifests itself differently in the different countries.

In France, they encourage the meeting of these problems by individuals, feeling that it is the nation's duty to remove the causes for poverty, rather than to endeavor to ameliorate its results.

In Germany, the paternalistic idea is paramount, and the government is expected to promote, supervise and direct housing undertakings.

In England, however, the government and the people are working hand in hand to produce communities that may be ideal places in which to live.

RACE CHARACTERISTICS

Equally as varied as the attitude of the reformers in the different countries are the traits of character and requirements of the individuals as they manifest themselves when one undertakes to provide homes for them.

The Anglo-Saxons demand parlors and all modern conven-

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iences and as a rule enjoy having gardens and keep their grounds looking well.

The Scandinavians like a living room where the family can gather, they are neat and take good care of their houses, but are not so dependent on devices for saving labor in housekeeping as the Americans.

The Portuguese are thrifty and want to own their own homes.

The Slavs are mixed in race and character and no generalization of their traits is possible. As a rule they are poor tenants and abuse the property they occupy.

It is in the different characteristics, therefore, of the various nationalities that go to make up the population of our industrial villages (the places where efforts are most active in developing model communities), that we find the first difficulty in copying English methods.

Perhaps I should say a difficulty, rather than the first difficulty, since the very name of garden village suggests the first difficulty which is the difference in climate between England and America. There they have abundant moisture and no parching heat in Summer, so that gardens thrive luxuriously with very little effort bestowed upon them. In some communities here it is wellnigh impossible to have a garden at all.

THE COPARTNERSHIP PLAN IN AMERICA

In attempting to copy the copartnership tenants' idea, we are confronted with equally obtruding difficulties. The English nation is accustomed to an aristocracy. The common people formerly owed almost their existence to the pleasure of this aristocracy. A man could not even till a farm or take to himself a wife without the consent of the Lord of the Manor, and even today it is only by the generosity of this aristocratic class that the common English citizen can enjoy the majority of the extensive and beautiful parks with which the country abounds or make any personal use of the fields, and meadows of the rural districts.

I can vividly recall my attempts at country walks in England. From London to Hampton Court there was scarcely a place where I could see the country, unless from the top of a 'bus,

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so high were the walls and hedges that bound the roads. Leaving the village of Hampton Court and striking across the fields by a well beaten foot path, I wished to rest on a grassy bank, but out of the unknown came a keeper and told me that I must keep to the path and keep moving. At Clovelly, almost the jumping-off place from England, I searched and discovered a gate leading from a rural lane into an adjoining field; but the impassable hedge that separated the road from the field surrounded the field, and similar hedges surrounded the adjoining fields, and I had no choice but to continue my walk in the narrow lane that was sunk so deeply that the country side was not visible.

It is natural, therefore, that a people accustomed to taking their unsophisticated pleasures on the sufferance of others should find a home in a copartnership village an advance toward personal freedom and independence, while an American, accustomed to absolute ownership of his property and freedom to develop it according to his pleasure, even to the grave injury of his neighbors and the community, should regard its restrictions as objectionable.

Essentials of a Model Village

Spirit of a Model Village — Thrift, Morality and Sports — Inward Impulse and Outward Pressure — Equitable Industrial Relations — Labor's Chief Right — Contingency of Death — Foreign Language and Foreign Interests — What Makes a Village a Model One — What Has Been Done at East Walpole — Location of Neponset Garden Village.

SPIRIT OF A MODEL VILLAGE

After we have disposed, then, of the proper adaptation of the garden village to American needs, we will probably have disposed of all those phases of the problem that touch upon the physical structure of the village and the houses; but there will still remain those subtler considerations of how to foster thrift and morality, how to develop good fellowship, how to create among the foreign born the American spirit and how to make the population a stable one.

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THRIFT, MORALITY AND SPORTS

Thrift and morality are not created but are rather fostered, since every one has the germs within them. If we can make apparent the advantages to be derived from thrift and morality and guide and direct those who start out on these paths, the results will be cumulative and sooner or later will pervade the community.

The most vital and surest way to do this, is to select families who are naturally thrifty and moral and scatter them through the village and then see that they are encouraged and helped forward in every way possible. They will then become centers of contagion and their influence will spread to their neighbors, always provided that the advantages derived are immediate and positive for any one following the good example.

A housing association at Youngstown, Ohio, had completed a row of new houses in the late Fall. It was the intention to leave the grading of the rear yards and the cleaning up of the litter from the building until the Spring when proper planting could be done. It was thought that this delay would not be objectionable since a row of very undesirable houses belonging to Italians who kept their back yards littered and in disorder adjoined them on the rear.

To their great astonishment, however, they were asked by some of these Italians if they would not clear up and complete their new yards immediately. This they did, and they planted, temporarily, a quick growing grain to give a little green color for the Winter. The voluntary response to this on the part of the Italians was an immediate clearing up of their own yards and a friendly rivalry was started to see which yards could be made the most attractive.

This experience was the means of developing a good fellowship in the neighborhood. The development of such a spirit is vital to the life of a community and there is probably no better way to develop it than by creating a mutual civic interest.

Another common ground upon which people can come together is in the field of sports and athletics and these should be encouraged by the formation and housing of clubs and societies.

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INWARD IMPULSE AND OUTWARD PRESSURE

Any paternalistic trend in the development of the village, however, is to be deplored. What is done along the lines of bettering conditions must be done through starting the impulse within the people and not by imposing a line of conduct from without. It is in this way that the individual is enfranchised and the true American spirit is created.

EQUITABLE INDUSTRIAL RELATIONS

When improved housing is initiated or aided by a manufacturing concern, it is only equitable that they should reap some of the benefits by having a more stable population from which to recruit their employees and that they should have a body of workmen that are more efficient and more reliable.

The very existence of a model village helps to make the population stable but the interests of employer and employee are so intertwined that the sowing and reaping must be mutually shared.

No truly model village can exist where the employers of its people do not recognize the rights of the employed.

LABOR'S CHIEF RIGHT

Chief among these rights is that of adequately paid and reasonably steady work. Nothing leads more quickly to irritability, slovenliness and dissipation than lack of work. It undermines all that the model village is built to develop and yet to give adequately paid and reasonably continuous work is too large a task for any manufacturing concern, except the very largest corporations, to undertake.

Something can be done by making repairs and stocking up in dull times, and by working all of the force on part time rather than a part of it full time; but the ultimate solution probably lies in being able to transport labor quickly and easily to the points where it is needed and to do this, coöperation is necessary between different manufacturers.

CONTINGENCY OF DEATH

Death of the wage earner is another cause of distress whose effects must be minimized in so far as is possible. Many a

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man is deterred from buying a home on the installment plan by the fear that he may die before the payments are completed and his wife lose the property thereby. In making provision against this calamity provision should also be made for the maintenance of the family during the first year lest the property be sacrificed to provide sustenance.

FOREIGN LANGUAGE AND FOREIGN INTERESTS

Another cause working against the harmonious development of one of these American villages is lack of a common language. This is by no means universal but in any community in which foreigners of different nationalities are employed this difficulty exists.

The employment of foreign labor raises also another trouble. Many foreigners do not live on a scale commensurate with their pay but live, rather, as cheaply as they can, to be able to send home as much of their pay as possible. Their interests are in the old country and it is there that they are providing the home for their old age.

WHAT MAKES A VILLAGE A MODEL ONE

To summarize, then, those elements which go to make an ideal village community we would say it was necessary to have people adequately paid and fairly treated by their employers; a village where the residents were happy and comfortable, and where they wanted to live; a place where thrift brought the maximum reward, where morality was more attractive than vice (an apparently difficult requirement this); a place where good fellowship and an American spirit were developed and where the trend of the population was toward stability.

WHAT HAS BEEN DONE AT EAST WALPOLE

As difficult as these requirements may seem, we find, nevertheless, that the promoters of Neponset Garden Village, who are also the principal employers of the people who live in it, have done much toward the accomplishment of these ends.

They and their ancestors have for more than a century past recognized the obligations of employer to employee and have worked for the good of their employees and neighbors in a

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spirit of coöperation and with a breadth of outlook very different from the selfish paternalism which gratifies a personal pride at the sacrifice of the development of the character of those they sought to help. They have worked to create and have created the true American spirit in their community. They have encouraged schools that give education and a common language to the people. They have fostered libraries, social clubs and playgrounds to stimulate recreation and good fellowship and now it remains only to build the village, the beginnings of which have already been made.

LOCATION OF NEPONSET GARDEN VILLAGE

To this end they have secured an excellent site. It is near their principal works, adjacent to the railroad station and trolley service and is located on healthy and fertile land at a good elevation with sunny exposure and extended views. It lies in the borough of East Walpole, nineteen miles south, southwest of Boston and it is the development of this site with which we have to deal.

It is here that a village is to be built where the beauty of land and buildings will give repose, delight, and inspiration; where the friction of life will be minimized and where one's better nature will be stimulated.

The Plan of the Village

Physical Divisions — Social Groups — Zones — Street Development — Regulation of Growth — Vacant Lots — Ownership of Streets — Restrictions — Character of Development.

PHYSICAL DIVISIONS

In preparing the plan for a model village, it is necessary first, to lay out the areas for the civic, the business, and the residential districts; and then to so plan the roads that they will make available the greatest number of building sites consistent with the purposes of the development, and give to each site the maximum advantage of which it is capable. This must be done in a way that will preserve and enhance the natural

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beauties of the place and it must be done so that the work of construction is as economical as possible.

One of our best known landscape architects, Mr. John Nolen, of Cambridge, Mass., has made a study for the map of Neponset Garden Village which promises to fulfill these requirements.

SOCIAL GROUPS

It is necessary next to determine whether the development of the village is to be haphazard or along prescribed physical and social lines.

Some students of the subject feel that its development should be unhampered either by social or physical restrictions. Others think it should be regulated. Among the latter, some think that it should be divided physically into different sections for successive development, but that in each section there should be no social distinctions drawn. They hope in this way to wipe out as far as possible all social lines, and to develop the American spirit of equality.

Other students think that the village should be marked out in definite zones, and that for each there should be physical and social restrictions. They think that there should be a similarity in the character of the buildings in each zone and a similarity in their surroundings and that in each zone there should be gathered those who are socially congenial and whose modes of life are similar.

In considering this question, it is proper to ask if placing together arbitrarily the homes of heterogeneous people will create that spirit of equality that is so desirable. Our feeling is that this spirit is attained in more subtle ways. It is attained, we think, by abolishing privileges that are based on social standing, by developing sports and by creating civic interest, and not by merely mixing people promiscuously.

In any association of human beings, those of like tastes and pursuits naturally gravitate together. Society has always grouped itself in cliques and probably always will, and the advance that civilization has made toward democracy has not been in the abolishing of cliques, but in their formation on more intelligent lines.

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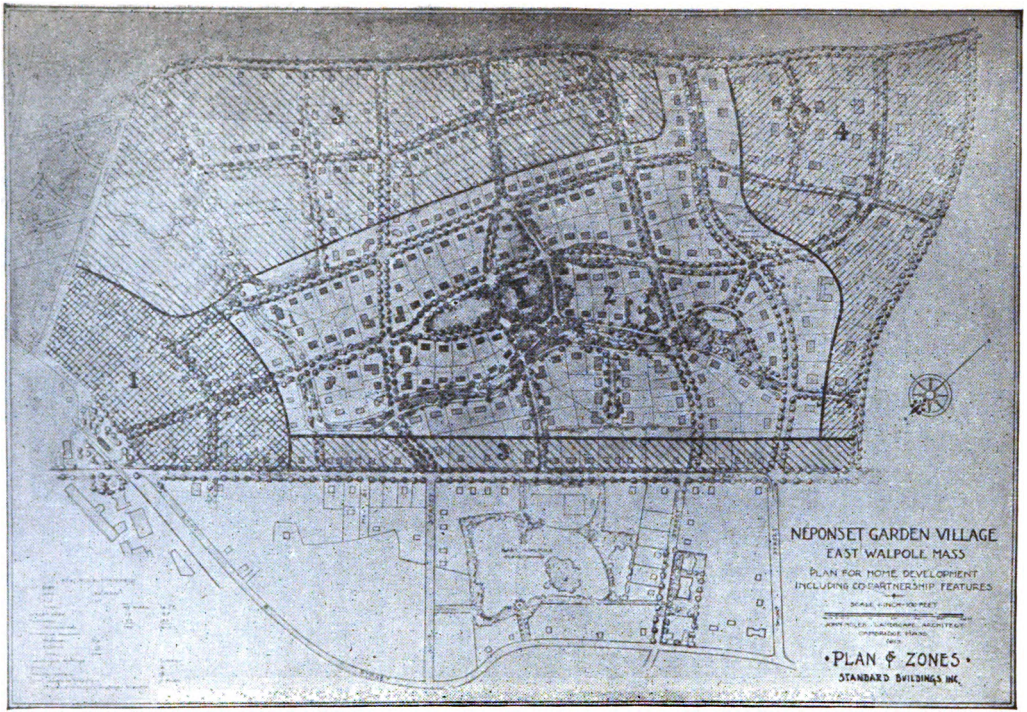

Plan of Neponset Garden Village, Proposed by John Nolen, With Zoning Suggestions of Standard Buildings, Inc.

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At one time, the association of individuals was formed on common parentage or relationship, and tribes existed. Later it was a common occupation, and the different guilds and trade societies were formed. Now, common interests and similarity of tastes bring people together in social sets. Where houses are built, one close to the other, it is of very great importance that neighbors should have this similarity of tastes and interests.

A puritanical family, given to the strict observance of Sunday, does not wish to live next to a German family for whom Sunday is essentially a day of social enjoyment. A man of esthetic tastes, whose principal delight is in a quiet and beautiful garden, does not wish to have as a neighbor a man whose recreation is raising pigs and chickens. Furthermore, the man who is surrounded by neighbors who are able to live more expensively than he, is apt to become discontented and unhappy. For all of these reasons, the proximity of houses of different classes, instead of creating a feeling of equality, is in danger of creating the reverse and the better-to-do neighbors are apt to either ignore or to patronize the poorer ones.

ZONES

It would seem, therefore, from all of these considerations, that it is desirable to divide Neponset Garden Village at the start into different zones. This will, moreover, stabilize the land values and give the pioneer settlers an assurance of the character of the development that will surround them in the future. These zones may be laid out along the lines of the streets or in prescribed areas.

A zone system of prescribed areas will doubtless best meet the requirements of the village, but these areas should be planned with special reference to the development of the different streets and should be bounded by interior lot lines rather than by street lines.

Our recommendation is for four zones, as shown in the accompanying illustration. *The first,* adjacent to the railroad station and reserved for stores and apartments. *The second,* surrounding the civic center and reserved for the best type of

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dwellings. *The third,* with one section along Washington Street, and the other on the opposite side of the civic center, and embracing the recreation area and the allotment gardens. This zone to be reserved for the less expensive houses. *The fourth,* lying at the southern end of the property and reserved for the miniature farms.

STREET DEVELOPMENT

By the above arrangement, we not only group the different classes of houses together, but we bring the less expensive houses in the less desirable parts of the development; yet in so doing we carry out a consistent type of improvement along each of the different street lines.

Take for example, the street leading from the station directly to the proposed civic center. Along the first two and a half blocks the combined stores and apartments (page 224, House No. 510), would be placed; beyond which, and surrounding the civic center would be houses of the most desirable type of any in the village, and houses of this character would continue beyond the civic center and off to the left through the parkway that has been provided.

Other streets have a similarly desirable and consistent arrangement.

REGULATION OF GROWTH

An unhampered and consequently scattered growth in a village gives the future inhabitants the greatest latitude in selecting their lots. It also gives them an opportunity for a longer enjoyment of the extended views and increased privacy that the vacant land around them offers.

When the growth is confined to sections successively opened up for development, the initial expense for roads and improvements is less, the architectural beauty of the village is increased, and social intercourse is promoted.

With the advantages thus divided, it would seem wise to adopt partly one plan and partly the other and to select successive streets for development and to open each only when its predecessor is at least half sold out or built upon. It would be wise even to preëmpt certain lots from sale for the first decade

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after their section is opened in order that they may be used for allotment gardens or otherwise for general enjoyment.

VACANT LOTS

Lots in the village prior to their sale are too valuable to be permitted to become a scrap heap or an eyesore. They should be used temporarily for allotment gardens, for play spots for the little children, or be simply maintained as green meadows by an owners' association, described elsewhere in this report. These spots can easily be made a beautiful or useful addition to the village.

OWNERSHIP OF STREETS

In small private developments where their success is questionable and where the streets do not conform to the municipal requirements and so cannot be taken over by the authorities, lots are frequently deeded to the center of the street with rights of way reserved so that the community has no ownership in the streets, but also has no burden of taxes.

When the development is located in the precincts of a city, the community may gain the advantage of controlling the streets and parking spaces by having their ownership rest in an owners' association.

This gives the community authority over them with power to prohibit overhead wires along the street lines, to make grass gutters where desirable, and in general to preserve the garden appearance of the place rather than having the machine-like development of the city thrust upon them.

Where the municipality is a small one, however, the district can be made more homogeneous, the civic pride of the municipality can be quickened, and neighborly feeling fostered, by deeding the streets and parking spaces to the municipality. It is often necessary, however, to delay deeding the streets until the character of the development has been well established and the municipal authorities are in sympathy with what it seeks to accomplish.

The latter plan is the one that seems best adapted to the conditions surrounding Neponset Garden Village.

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RESTRICTIONS

That those restrictions are best that restrict least does not have universal application. In the best developments in this country it has been found that rather extended restrictions are desirable. I think that the greatest objection to them would be removed if the name were changed.

If they were called safeguards rather than restrictions, their purpose would be more readily perceived and coöperation in obtaining the end they seek more readily gained.

We all like restrictions when they operate against the other fellow and are within our own control. Now this can be obtained to some extent, by having the restrictions that affect the entire community removable at the will of the majority; and those that affect only a small district removable at the will of the owners of the majority of the land in that district.

If the vote is made on the basis of land owned, it insures the restrictions remaining in force, or if altered, being altered beneficially while the development is in its formative stage, since the majority of the land is owned by the promoters.

It is desirable that the general restrictions be definite rather than left to the prevailing opinion at any one time because only in this manner can justice be done to all. On the other hand, some desirable restrictions would have only limited application and could only be made after the working plan for the development of any section had been completed.

With this in mind, the following safeguards are proposed:

1. All persons purchasing land or renting property in the village must be approved by a majority vote of the owners' association.

2. All plans for buildings or other structures, their location and surrounding grades, must be approved by the consulting architect of the owners' association.

3. Buildings shall not be wider than 70 per cent of the width of the plot nor shall the total area of buildings on any plot cover more than 30 per cent of the area of the plot, except in the zone for stores and apartments.

4. Free spaces shall be left on each plot as shown by the set

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back lines, a plan to be prepared by the landscape architect.

5. The buildings shall not be over three stories or 35 feet high to the plate line.

6. Buildings shall have masonry walls in Zones I and II, and masonry walls, or frame veneered with at least 4 inches of masonry in Zones III and IV, except that gable ends and extensions, not exceeding 25 per cent of the area of the foundations, may have wooden walls. All roofs shall be of slate, Neponset shingles, tile or metal.

7. Any form of manufacture or the sale of intoxicating liquors is prohibited. Billboards and advertisements (except signs on stores and professional signs on buildings) are prohibited, and no outside water closets or privies will be allowed. Animals, except domestic pets, cannot be kept on the premises except in Zone IV.

In Zone I for stores and apartments, not more than 80 per cent of corner lots or 60 per cent of inside lots shall be covered by buildings, and for the purposes of this paragraph no lot shall be considered as wider than 50 feet or deeper than 100 feet.

In Zone II for residences, no plot shall have less than 60 feet frontage and 6,000 square feet area. Buildings shall be used for residential purposes only, and there shall be no tenements or apartments.

In Zone III for residences, no plot shall have less than 40 feet frontage and 4,000 square feet area. Buildings shall be used for residential purposes only, and there shall be no tenements or apartments.

In Zone IV, stables and farm buildings will be permitted, but their total area shall not exceed 30 per cent of the area of the plot. No uncovered manure or compost heaps or other breeding places for flies or mosquitoes will be permitted. The land shall be used only for residential or farm purposes, and no apartment houses or tenements will be permitted.

The provisions of the foregoing restrictions have been written in a descriptive rather than in a legal manner. When the development is completely planned they should be drawn up in legal phraseology, and filed at the countyseat together with the

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maps of the property, so that reference can be made to them in deeding the property.

CHARACTER OF DEVELOPMENT

No stipulation has been made regarding the cost of the houses for the reason that we do not believe that stipulating the minimum cost of proposed houses is an effective way of regulating the character of a development.

An increase in the cost of a house generally means an increase in size, and increasing the size decreases the amount of surrounding land. If the house is ugly, an increase in size increases its obnoxiousness. For these reasons a prescribed minimum cost for a house does not bring the safeguards intended. A better way is to increase the size of the lots in the better sections and insist on more expensive construction.

This has been kept in mind in proposing the restrictions. In Zones III and IV, plots can be as narrow as 40 feet, and wooden gables and extensions are permitted. In Zone II the minimum width of lots is 60 feet and the houses in this Zone and in Zone I must have masonry exteriors.

BUILDINGS

Style of Architecture — Blocks and Semi-detached Houses — Cottages and Houses — Apartments and Stores — Boarding Houses — Kinds of Construction — Saving in Fire Risk — Cost of Houses — Economy in Interior Construction — Cost Comparisons on Construction — Cost Comparisons on Houses.

STYLE OF ARCHITECTURE

In designing the houses for Neponset Garden Village, we have kept in mind the colonial traditions of Massachusetts, adaptability to surroundings and economy of construction; and have found in the colonial style of architecture one which best fulfills these requirements.

While it would be desirable for artistic reasons to adhere to the strict simplicity, almost severity, of the pure colonial type, some concessions have to be made to the tastes and requirements of the renting and buying public. They demand a

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variety and individuality in their houses, and are more insistent on having bay windows and ample porches, and other practical features than on having chasteness in design.

BLOCKS AND SEMI-DETACHED HOUSES

When the space available for each family is small, it is desirable that the houses be built in blocks or semi-detached, for both physical and artistic reasons. If they are built in blocks, it permits the broader sides of the houses to face front and rear, and to gain increased sunshine and air; for the windows on the sides of the houses placed near together avail little, and give an objectionable view of the interior of the neighbor's house. If the houses are built semi-detached, the distance between buildings is increased with the accompanying advantages. Little is sacrificed in building thus, since the attached side of the house is used for halls and stairs.

The advantages of attached and semi-detached houses are equally great artistically. The larger units and the increase in surrounding lawns present advantages in the architecture of both the buildings and the streets. There is, however, an objection to so designing the houses, resulting from the strong preference of the American families for living in detached houses even when they are crowded close together.

Experience has shown that detached houses both sell and rent more readily. Of the houses we designed for the Goodyear Tire & Rubber Company at Akron, Ohio, all sold readily except the double houses. Out of over a hundred houses that were built about six were double, or semi-detached, and all of these had to be rented. One cause for this was doubtless the fact that the double houses were distributed among the single houses so that the latter benefited equally with the double house in the increased distance between buildings. Had one street been reserved entirely for double houses, their advantages would have been more noticeable. There were other considerations, however, which made this arrangement undesirable.

Clearly, there is the necessity here for education and this can best be done by proceeding cautiously, but proceeding, nevertheless, with houses of this kind in Neponset Garden Village.

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COTTAGES AND HOUSES

Our designs for cottages and houses cover accommodations and cost ranging from five rooms and bath to cost $1,500, exclusive of land, to eight rooms and bath to cost $6,000; and they will probably meet the requirements of all of the employees of the factories in and around East Walpole, except those of unskilled labor.

APARTMENTS AND STORES

Apartments everywhere are becoming increasingly popular owing to the economy of labor in housekeeping, and yet the demand at Neponset would not justify separate apartment buildings. Those we have designed for the village are in connection with the stores. The design makes provision for one family over each store, and gives it an independent entrance front and rear. The rear yard, except for a narrow strip near the building reserved for the store, is for the family, so that much of the freedom and privacy of the single house would be enjoyed by the tenants.

BOARDING HOUSES

The boarding house is another problem of design. Boarding houses are desirable to give home life to unmarried men and as an additional means of support for some families; but where the sleeping quarters and toilets for the boarders are intermixed with the family's quarters, there is danger of lax morality. In our plan we have so arranged the living quarters for the family that they can be entirely shut off from the rest of the house.

KINDS OF CONSTRUCTION

Three kinds of construction for the exterior walls of the houses are available at East Walpole, Massachusetts: (1) frame, (2) frame veneered with brick, (3) tile block walls.

The first of these, the frame construction, has the advantage of being cheaper than the other forms, with the exception of Standard Buildings, Inc. special tile; but the frame construction is very combustible, requires frequent painting, deteriorates rapidly, and if not kept in good repair, it quickly becomes sordid in appearance.

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The second of these, the frame veneered with brick, makes an attractive looking house and has, when built, the appearance of having solid brick walls; but the shrinkage of the wood tends to loosen the bond between the wood and the brick veneer, and the walls are quickly destroyed by any attack of fire from the inside.

The third of these, the tile block construction, has the advantage of fireproof walls, is a better insulation against cold and heat, and owing to the fact that the plastering on the interior of the walls is applied directly to the blocks, eliminates the furred spaces between plaster and masonry that make such excellent channels for the travel of vermin or of fire in other masonry buildings.

Tile block construction is capable of being executed in three different ways: *First,* with Standard Buildings, Inc. special tile blocks, which have a dull surface on the exterior similar to brick and keys on the interior for holding the plaster. These blocks are about 12 inches long by 5½ inches high, give a pleasing proportion and are usually set with a wide mortar joint. *Second,* tile blocks covered with stucco. These blocks have keys on both sides and are covered with plaster on the interior and with cement stucco on the exterior. *Third,* tile blocks veneered with brick. These blocks also have keys on both sides and are covered with plaster on the interior, but are veneered with brick on the exterior so that the appearance of a solid brick wall is given, but the advantages of better insulation from cold, heat and dampness, and the removal of the wooden furring inside are obtained.

Tile blocks are made of clay in a similar way to brick, but in the process of burning, the fire has access to the clay through the hollow spaces which it does not have in brick, and the result is a harder and stronger material; a material so strong, in fact, that two test walls of the same thickness, one built of Natco hollow tile blocks, and the other of solid Chicago brick showed the tile block wall to be the stronger of the two. While this would not be true of a harder and denser brick than the Chicago brick, still the tile block wall has a strength far in excess of any weights put upon it in dwelling house construction.

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MASONRY CONSTRUCTION

In cost of maintenance there is a saving in masonry construction over frame construction. We find that there is a saving in the renewal of outside painting of about .7 per cent annually, a saving in deterioration of outside wood work of about .2 per cent, and a saving in insurance of about .1 per cent; or a total annual saving of one per cent of the cost of the house. It is clear then, that in maintenance alone, a masonry house will save its excess cost in a very few years.

SAVING IN FIRE RISK

There is also a reduced fire risk. In estimating the reduction, we have taken the figures of J. W. Woods, who states that the average fire loss in frame buildings is one in sixty, and insurance rates indicate that the loss of frame buildings is twice that of buildings with masonry exterior walls.

In lowered fire risk, then, the saving in a masonry house over that in a frame building is about .83 per cent of the cost of the house annually. This means that the masonry house pays for its excess cost in lowered fire risk in about six years.

The saving in human life is more intangible and is harder to figure in money value. Statistics have been prepared on fire loss in this country which show that if the buildings burned annually were placed on lots of 65 feet front, they would line both sides of a street extending from New York to Chicago. At every 1,000 feet there would be an injured person, and every three-quarters of a mile the charred remains of one killed by fire; so that whether we view it from the financial standpoint or from the human standpoint, the masonry house rather than the frame house is the one to build.

These comparisons have not taken the brick veneered house on frame construction into consideration, and indeed, figures are not available to carry out the comparison completely; but an analysis of its construction would place it slightly above the cost of the tile block house covered with stucco, and its effected economies about midway between the masonry house and the frame house.

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For Neponset Garden Village we would recommend building houses generally of masonry construction.

COST OF HOUSES

The initial cost of houses of the same size varies according to the kind of construction, the height and the irregularity of their periphery, but their ultimate cost varies almost entirely according to the durability of their construction. By ultimate cost we mean the initial cost plus the cost of repairs for a period of years. Of speculative houses built for sale, the ultimate cost unfortunately counts for little with either the builder or the purchaser; but with houses built to rent, its influence on net returns forces its consideration. For similar reasons it is important that the houses in Neponset Garden Village should be well built and cheap in their ultimate cost.

This can be done without increasing even the initial cost by building the houses of Standard Buildings, Inc. Special Tile; since, for various reasons, houses can be built of this construction cheaper than of wood. The difference between this and other forms of construction is one entirely of the material of the exterior walls. In fact, all the variation in the types of construction mentioned in a former section of this report is a variation in exterior wall construction.

ECONOMY IN INTERIOR CONSTRUCTION

There is, however, another variation in construction which has to do with the interior floors and partitions, and that is making them fireproof instead of from wood. The variation in cost in making them fireproof is governed primarily by the plan of the house. Such considerations as the presence or absence of a cellar, the partitions being over each other or at offsets, and the space between walls and their height, affect the cost quite as much as the difference in the cost of the materials. This variation cannot be treated in general, but must be specially determined for each house. This we will not enter into as we are not prepared to recommend interior fireproof construction for the houses to be built in Neponset Garden Village.

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COST COMPARISONS ON CONSTRUCTION

Standard Buildings, Inc. Special Tile houses average in initial cost 1.5 per cent less than wooden clapboarded houses, which have formerly been considered the cheapest houses to construct.

Next in cost to the wooden construction come tile blocks covered with stucco at an initial cost somewhat less than 3 per cent over that of the wooden construction. Brick veneer on wood averages somewhat more than 3 per cent increased cost, brick veneer on tile blocks about 4 per cent more, and solid brick walls about 5 per cent more.

In the following table, the typical houses we have designed are arranged in the order of their cost. This cost for each house is placed in the column which describes the form of construction in which the house has been designed. In the remaining columns are placed the additional cost (in roman), or the saving in cost (in italic) of changing the construction to that indicated at the head of each column.

COMPARISON OF COST OF DIFFERENT TYPES OF CONSTRUCTION

House		*Special*	*Wood*	*Stucco*	*Brick Veneer*	*Brick Veneer*	*Solid Brick*
No.	*Construction*	*Tile*	*Clapboard*	*on Tile*	*on Wood*	*on Tile*	
473	Special Tile & Wood	$1,500.00	$ 18.00	$ 41.00	$ 47.00	$ 63.00	$ 76.00
473-S	" " "	1,550.00	18.00	41.00	47.00	63.00	76.00
474	Special Tile	2,076.00	32.00	50.00	62.00	84.00	100.00
514	Special Tile & Wood	2,150.00	33.00	52.00	64.00	86.00	103.00
513-B	Special Tile & Stucco	2,509.00	30.00	60.00	76.00	100.00	122.00
506	" " "	2,572.00	30.00	60.00	76.00	99.00	121.00
513-A	" " "	2,615.00	31.00	62.00	79.00	103.00	126.00
513	" " "	2,840.00	46.00	91.00	114.00	148.00	182.00
512	" " "	2,878.00	34.00	66.00	84.00	109.00	134.00
507	" " "	2,880.00	16.00	46.00	61.00	97.00	106.00
508	Special Tile	2,937.00	44.00	86.00	96.00	113.00	148.00
375	Stucco on Tile	*76.00*	*42.00*	2,974.00	10.00	61.00	62.00
359-A	" "	*77.00*	*42.00*	2,987.00	10.00	62.00	62.00
510	Special Tile & Stucco	3,190.00	43.00	94.00	106.00	139.00	170.00
354	Stucco on Tile	*91.00*	*50.00*	3,303.00	13.00	65.00	75.00
358	" "	*95.00*	*52.00*	3,697.00	13.00	76.00	77.00
511	Special Tile & Stucco	3,803.00	56.00	112.00	140.00	182.00	224.00
509	" " "	4,027.00	45.00	90.00	112.00	146.00	179.00
166	Stucco on Tile	*115.00*	*68.00*	4,954.00	157.00	92.00	94.00
179	Brick Veneer on Tile	*307.00*	*256.00*	*195.00*	*179.00*	5,935.00	*182.00*
800	Special Tile & Stucco	8,170.00	110.00	220.00	275.00	350.00	440.00

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Special Tile construction has exterior walls of Standard Buildings, Inc. 6-inch Special Tex-face Tile, plastered on the interior.

Wood Clapboard construction has exterior walls of 2 x 4-inch wooden studs covered with sheathing boards, building paper and wooden clapboards on the exterior, and lath and plaster on the interior.

Stucco on Tile construction has exterior walls of 6-inch Natco XX Tile covered with cement stucco on the exterior and plaster on the interior.

Brick Veneer on Wood construction has exterior walls of 2 x 4-inch wooden studs covered with sheathing boards and building paper on the exterior and then veneered with 4-inch brick and covered on the interior with lath and plaster.

Solid Brick construction has exterior walls of brick 8 inches thick, covered inside with wooden furring strips, laths and plaster.

Brick Veneer on Tile construction has exterior walls of 4-inch Natco XX tile and 4 inches of brick veneer bonded together and plaster applied to the tile on the interior.

COST COMPARISONS ON HOUSES

The preceding comparison has been between different forms of construction. We will now take up a comparison in cost between different types of houses.

The most obvious comparison is between the cubic foot cost, or between the cost per room; but such comparisons fail to take account of the elaborateness of design, the irregularity of ground plan and the compactness of the mass. Then too, the relation between the size of the house and its mechanical equipment has an effect bearing on its cubic foot or per room cost. The same house with two bathrooms instead of one, or with steam heat instead of hot air heat would have a materially higher unit cost. There is, in fact, no satisfactory way of making a comparison; and so, in the following table, we have arranged the typical houses which we have designed in the order of their cost, and we have given the total cost, the cost per room and the cost per cubic foot for each of the houses.

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COMPARISON OF THE COST OF STANDARD BUILDINGS INC. HOUSES

House No.	*Construction*	*No. of Rooms*	*Cost per Room*	*No of Cu. ft.*	*Cost per Cu. ft.*	*Total Cost*
[4]473	Special Tile & Wood	5	$300.	9,668	$.155	$1,500.
473-S	" " "	5	310.	9,668	.16	1,550.
[4]474	Special Tile	5	415.	12,932	.16	2,076.
514	Special Tile & Wood	5	430.	11,472	.187	2,150.
513-B	Special Tile & Stucco	6	418.	13,816	.188	2,509.
506	Special Tile & Stucco	6	443.	15,129	.17	2,572.
513-A	Special Tile & Stucco	6	436.[2]	15,004	.174	2,615.
513	Special Tile & Stucco	6	457.[2]	16,876	.162	2,744.
512	Special Tile & Stucco	7	411.[2]	16,761	.171	2,878.
507	Special Tile & Stucco	6	480.	14,856	.193	2,880.
508	Special Tile	6	490.	17,334	.17	2,937.
375	Stucco on Tile.....	6	496.	17,391	.171	2,974.
359-A	Stucco on Tile.....	6	498.	17,469	.171	2,987.
[4]510	Special Tile & Stucco	5	319.[3]	21,264	.15	3,190.
354	Stucco on Tile.....	7	472.	20,804	.157	3,303.
358	Stucco on Tile.....	7	528.	21,559	.171	3,697.
511	Special Tile & Stucco	7	543.	23,504	.162	3,803.
509	Special Tile & Stucco	6	671.	22,374	.18	4,027.
166	Stucco on Tile.....	6	825.[1]	26,126	.19	4,954.
179	Brick Veneer on Tile	8	742.	25,595	.231	5,935.
800	Special Tile & Stucco	21	390.	54,954	.149	8,170.

ORGANIZATION

Promoting the Development — Maintaining the Village — Serving the Villagers

In order that there may be a corporate body to carry on the work of making Neponset Garden Village until its development is complete, a holding or parent company should be incorporated.

PROMOTING THE DEVELOPMENT

This holding company should be capitalized at an amount

[1] Number of rooms is exclusive of sleeping porch, laundry and store room.

[2] Number of rooms is exclusive of the woodshed.

[3] On account of the stores occupying part of the building, half the cost of one unit has been used in figuring the cost per room in the apartment.

[4] Cost per unit.

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sufficient to equal the cost of the land, the cost of the improvements and the cost of the buildings that it would wish to erect and own.

The company should have the power, so far as consistent with law, (a) to enter into contracts; (b) to purchase, own, sell, develop, manage, care for and rent real and personal property; (c) to build and alter houses and other structures; (d) to borrow money and to issue securities, (e) and to own and to vote stock of other corporations.

MAINTAINING THE VILLAGE

Subsidiary to the holding company, but to become gradually independent of it, an owner's association should be formed. This association should perform the duties of maintaining the property as described later in this report.

Its stock should be divided and three-quarters of it distributed to the owners of the land on the basis of street frontage and this stock should go with the land. The remaining quarter of the stock should be given to the holding company.

Under this arrangement, the holding company would control the owners' association until two-thirds of the land in the village was sold and would retain at least one-quarter interest after all the land was sold.

SERVING THE VILLAGERS

Subsidiary to the owners' association and to be merged with it later, if so desired, there should be a coöperative farmers' association, that is if the idea of providing miniature farms for those who wish to garden for profit is carried out.

This association and its relation to the owners' association is described later under a separate heading.

The stock of the coöperative farmers' association would be entirely owned by the holding company at first, but gradually transferred to the owners' association as the latter became able to purchase it. The total capitalization would be equal to the amount of money invested for farm land and equipment.

To be more specific: if land is purchased for a central farm and stables are built and horses and teams bought (these for

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building the roads, maintaining the village and plowing the gardens), the total money so spent would represent the capitalization.

In the event, then, of the farm being abandoned, it would be possible to dispose of the property of the association without loss.

The form of organization and kind of management that we have just described is shown graphically in the following:

FUNCTION	COMPANY	STOCK OWNERSHIP
Original Ownership of the Land. Initial control of Owners' Association. Original Ownership of Coöperative Farmers' Assn. Promotion of the development. Making the Improvements. Building the Houses Rendering Social Service.	HOLDING COMPANY	Bird and Son
Maintaining the Property. Determining and Enforcing the Restrictions. Performing Public Service.	OWNERS' ASSOCIATION	¼ Holding Company ¾ Land Holders
Building Roads. Plowing and Doing the Heavy Work for the Coöperative Farms and Gardens. Caring for Parking Spaces and Lawns.	COÖPERATIVE FARMERS' ASSOCIATION	Holding Company and later Owners' Association

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MANAGEMENT

The Executive Department — The Social Department — The Utilities Department

The management of Neponset Garden Village should be divided into three parts according to the nature of the service each one performs.

Two of these departments would be maintained by the holding company and one by the owners' association.

These departments would be the Executive, the Social, and the Utility.

THE EXECUTIVE DEPARTMENT

The executive department would be maintained by the holding company. In it would be centered the management of the finances, the general supervision of the development, the making of all improvements and the building of the houses.

In general, this department would furnish the motive force to make the development a going concern.

THE SOCIAL DEPARTMENT

The social department would also be maintained by the holding company. In it would be centered those activities that promoted social welfare, such as visiting and befriending of the villagers, aiding them in sickness, instructing them in house keeping and encouraging unsophisticated enjoyment.

This department should be run by a paid social worker, preferably a woman, who would live or board in one of the village houses. This house should be made a model for the others to pattern after. Here there could be given afternoon teas and little luncheon parties that would bring the women of the community together in a more informal and intimate way than is possible in club houses. The expense of these entertainments and the rent of the house should be contributed or made an administration charge.

The social worker should also collect the rent, preferably weekly, and should determine what repairs and what other things should be done for the tenants. She would thus be put in a position to reward those who took good care of their

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houses by doing more for them than for those who were careless. She should also collect the installment payments from those who were purchasing their homes and should see that they kept them in good repair.

THE UTILITIES DEPARTMENT

The Utilities Department should be maintained by the owners' association. In it would be centered the duty of maintaining the property, and performing of public utilities.

The executive of this department should be a scientific and practical farmer, and one who would be capable later of running a central farm if the farm idea is adopted and the coöperative farmers' association is merged in the owners' association. The expenses of this department should be met by the assessments of the owners' association, and later by the revenues from the farm association.

Under the management, no special division has been given for the work that would be done by the coöperative farmers' association for two reasons: firstly, that the plan of management may be complete without the formation of this association; and secondly, because the work of the association would be performed under the direction of the holding company during the development of the property; and when the development was completed, and only maintaining the property remained, its work would be done under the direction of the owners' association.

OWNERS' ASSOCIATION

Coöperation — Public Service — Streets and Parking Spaces — Revenue

The object of forming an owners' association, that is an association in a community for mutual benefit of the owners of the land, should be primarily to control and enforce the restrictions that may be put upon the land; and secondarily, to perform those services for the community which all require, and which can be done better collectively than individually.

In a workingmen's village, there is still another use to which

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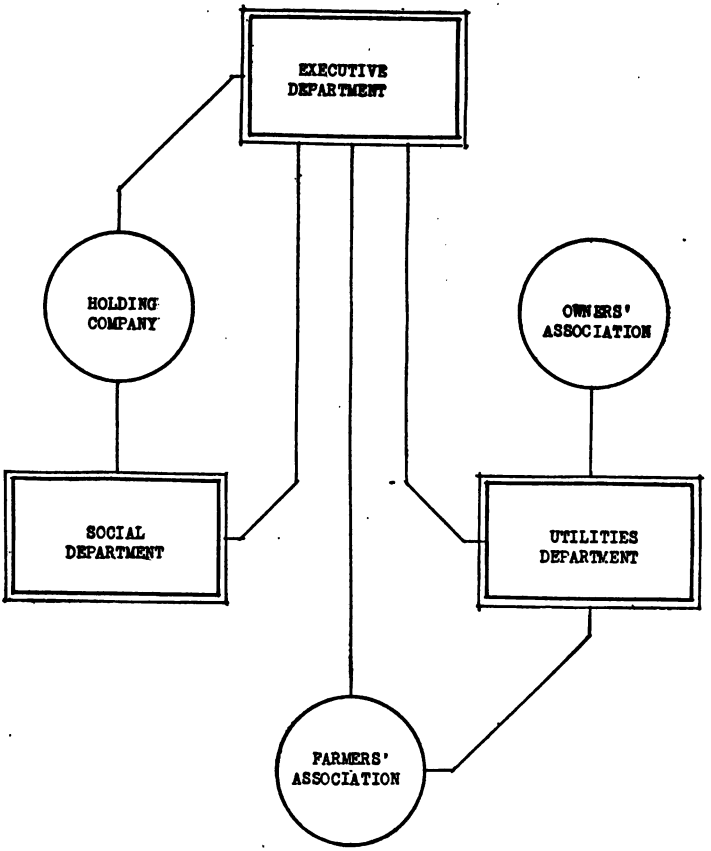
RELATION OF THE DEPARTMENTS TO THE COMPANY AND ASSOCIATION



such an association may be put, which is to provide the benefits gained in England by the copartnership tenants' plan in a way that is more adapted to American character and traditions.

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COÖPERATION

Restrictions that an individual has a voice in making and enforcing appear thereby as safeguards rather than restrictions, and as such are desired and appreciated.

Propose to any man that he shall build his house a certain distance back from the street, and his first question is, "Will my neighbors do likewise?" his next is, "If this house burns and the district by that time has changed in character, will I be forced to rebuild at the same set-back?" Being satisfactorily answered on these points he may say, "I will build my house where you desire, but I am unwilling to encumber my deed with any such agreement."

If the matter is approached, however, in the other way and he is asked where he wants his neighbors to build their houses, he will very quickly tell you; and if to gain the positive assurance that they will so build he must somewhat limit himself, he does so willingly rather than reluctantly. When the mutual arrangement provides, moreover, for its annulment when the parties interested so desire, probably his last objection to restrictions will be removed.

The first object then, of an owners' association, should be to create a feeling of voluntary coöperation in framing and enforcing proper restrictions.

PUBLIC SERVICE

The second object of an owners' association is hardly less important. It is, that the association may do those things which are needed by all and which it can do more easily than can the individual members.

It is an easy task to remove snow from the walks by a horse plow and a difficult one to shovel it by hand. It is easy to collect ashes in a cart and difficult to carry them by hand to a convenient dumping ground.

STREETS AND PARKING SPACES

The streets and parking spaces should be deeded to this association and, later, the coöperative farm should be merged with it.

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The association should care for and maintain the streets, parking spaces and front lawns. It should contract with the coöperative farm for the collection and disposal of ashes and garbage, the cleaning of the walks in Winter, and the sprinkling of the streets in Summer.

REVENUE

The revenue of the association would be from a special assessment based on the frontage of the lots and would not be burdensome. In fact, in the first stages of the development, it would be chiefly borne by the promoters and would be so the more readily accepted by individual purchasers.

Coöperative Farmers' Association

Its Appeal — When to be Undertaken — An Avocation — Production and Distribution

In suggesting the different zones for the village, one was tentatively set aside for coöperative farmers, that is, for those who wished to keep animals or to go more extensively into gardening than was possible in the remainder of the village. These people should have a section adapted for this purpose where conveniences and conditions suitable to their requirements would be found and where they would not be a nuisance to their more urbanly inclined neighbors.

It is self-evident that these farms cannot be extensive in area, nor can they provide for any elaborate farming. The idea is rather to develop intensive farming to the highest degree and to provide for the care of unobjectionable animals such as chickens, and goats.

ITS APPEAL

For many of us the love of a farm is esthetic rather than physical. We are satisfied with an easily available farm maintained by some one else, but there are many workingmen who want the pleasure and profit that is derived from this sort of miniature farming. Every one likes the fresh vegetables and eggs that an adjacent farm can furnish. Among people of small income, the economy of raising their own vegetables,

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chickens and pigs is a strong incentive to the manual labor that it requires.

This unsophisticated form of recreation, this healthy outdoor occupation, is the very thing that should be encouraged in every way possible. Probably no form of philanthropy would be better awarded in bringing fundamental results than the fathering of a plan of this sort. Outdoor life makes for better health and better health makes for greater industry and efficiency.

WHEN TO BE UNDERTAKEN

This farm idea is not fundamental to the development of the village and need not be undertaken until the opportunity is favorable; but it is an innovation that we believe is capable of development into the most desirable results and it is well to have a picture before us of what is desired in order that it may be the more easily realized.

AN AVOCATION

In a community where farming must, of necessity, be an avocation rather than a vocation, there will be no stability of output; at times a surplus of products will be raised, at other times there will be a deficiency. In order that the surplus product may be distributed and that less deficiency may occur, it is necessary that there should be some central farm organization.

This central farm could not be located within the boundaries of the present Neponset Garden Village, and it would not, of necessity, have to be contiguous to it, although the nearer it is the better.

PRODUCTION AND DISTRIBUTION

A central farm management can perform the work of building and maintaining the roads and parking spaces, collecting and disposing of garbage and refuse and performing such work on private grounds as the owners might want. It can provide the means to collect the surplus products that are raised and distribute them to those villagers who wish to purchase them. It can also instruct the coöperative farmers in ways of intensive farming and suggest crops suitable for their

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particular land and which will distribute the supply and avoid glutting the market with any one product. On this central farm, also, products can be raised to supplement what is raised individually.

This farm would not be run for profit — it would be a model one and would demonstrate to the coöperative farmers the best and most economical use for their land. If it could have some connection with the State Agricultural Department, it would be desirable.

The farm association, when once it was firmly established, could be incorporated as a part of the owners' association on vote of the majority. This would give the villagers a more intimate relation to and interest in the farming enterprise.

Financial Plan

Responsibility Centralized — Essential Feature — Amount Borrowed — Typical Plan — Terms of Payment — Rebating the Profit — Typical Monthly Payments — Average Payments per $1,000 — Plan for Sale of Houses — Installments on Purchase Price — Plan for Renting Houses — Weekly and Monthly Rent.

The details of the particular financial plan that may be followed in developing Neponset Garden Village must be worked out between the lender and the borrower, but the general line these may follow can be advantageously set forth here.

Of several plans that the Metropolitan Life Insurance Company has followed, the one worked out for the Goodyear development at Akron, Ohio, has proved the most satisfactory and is the one we suggest for Neponset Garden Village.

Responsibility Centralized

Under this plan, separate mortgages are drawn for each house in favor of some individual or manufacturing corporation satisfactory to the lender of the money, in this case the insurance company.

These mortgages are then assigned to the insurance company as security for a note given by the development company

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and endorsed by the said individual or corporation for the total amount borrowed.

The insurance company then looks to the said individual or corporation for the payment of the principal and interest, rather than to the different purchasers of the houses; and it receives monthly, or at other assigned periods, from the said individual or corporation, a single check which represents the total due on all mortgages.

ESSENTIAL FEATURE

The essential feature of this plan is the saving to the insurance company, or other lender, of the labor of watching and collecting on a number of small mortgages; and furnishes them a single responsible individual or corporation who will perform this labor and who will guarantee the security. They do not then stand to lose from any sinking in the value of the mortgages due to a collapse of or deterioration in the development.

AMOUNT BORROWED

The amount that can be borrowed on each property is determined by adding the cost of the land, the cost of the house upon it, the cost of the improvements and twenty-five per cent profit. This total represents the value of the property. Half of this amount can be borrowed.

If the cost of the land and the improvements is one-fifth the cost of the house, then the amount that can be borrowed equals three-quarters or seventy-five per cent of the cost of the house.

Typical Plan

Cost of House	$2,000
Cost of land and improvements	400
Profit	600
Sale Price	$3,000
Amount borrowed	$1,500
Additional money needed	900
Profit	600
	$3,000

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It will be seen from the above, that the profit amounts to 66 per cent of the equity. That is a 66 per cent profit on his investment to the one who furnishes the money additional to the first mortgage.

TERMS OF PAYMENT

The terms of payment on selling the houses are so arranged that the money advanced over the first mortgage is paid back in twelve years and the first mortgage is paid back in fifteen years.

REBATING THE PROFIT

The profit, the Goodyear Tire & Rubber Company at Akron chooses to give to their workmen who purchase houses in their development, after they have completed the first five years' installments on the purchase price, provided they are still employed by the company at that time.

In this way, the monthly payments a purchaser makes upon a home valued at $3,000, with interest at 6 per cent, are:

Typical Monthly Payments

On $3,000 property

Average monthly payments for fifteen years..	$23.98
First 5 years.....	$34.14
Next 7 years.....	22.08
Last 3 years.....	11.52

The monthly payments for each $1,000 value of the property are shown below.

Average Payments per $1,000

Average monthly payment per $1,000 value for 15 years.....	$ 7.99
Monthly payment per $1,000 value for:	
First 5 years.....	$11.38
Next 7 years.....	7.36
Last 3 years.....	3.84

PLAN FOR SALE OF HOUSES

If we assume that the cost of the land and improvements

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upon which any house stands is one-fifth the cost of the house, that the rate of interest is 6 per cent, that 25 per cent profit is added to the cost to equal the value, and that a first mortgage for one-half the value is placed to run for fifteen years, a second mortgage in like amount is placed to run for twelve years, and that the amount of the profit is rebated to the purchaser at the end of five years; then the weekly or monthly installment payments are as given in table on following page, for the houses we recommend building.

PLAN FOR RENTING HOUSES

It may be found necessary or desirable to rent some of the houses. In this event, the company, rather than the tenant, must pay the insurance, taxes and repairs, and the rent must be sufficient to provide for these.

To arrive at the desirable rent for the houses we have recommended, we have increased the payments that would be made when purchasing the houses by 1 per cent annually of the value to cover taxes, and by 2 per cent annually to cover insurance, repairs and vacancies. These rents are sufficient to pay all carrying charges and repay the cost of the property in fifteen years.

It will be seen, by comparing the rents with the installments on the purchase price, that the rents exceed the average weekly purchase installments. They would not do so, however, if these installments had the allowance for taxes, insurance, repairs and vacancies added. As they stand, however, they are less than the installments paid during the first five years, and are properly such as they make the purchasing of a house more desirable than renting it.

INSURANCE

Akron Plan — Premiums per $1,000 — Wage Insurance — Payment Safeguarded — Cost of Weekly Income Insurance — Payment at the age of 85 — Loan Value.

Any man considering the purchase of a house on the installment plan cannot but feel that the greatest objection to doing so is the possibility that in case of his death, his widow may

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House No.	Installments on Purchase Price: First 5 Years Weekly	First 5 Years Monthly	Next 7 Years Weekly	Next 7 Years Monthly	Weekly and Monthly Rent: Last 3 Years Weekly	Last 3 Years Monthly	Weekly Rent	Monthly Rent
166	$16.95	$67.80	$10.96	$43.85	$5.72	$22.87	$15.62	$62.50
179	20.49	81.94	13.10	52.40	6.84	27.34	18.68	74.71
354	11.26	45.06	7.29	29.15	3.80	15.21	10.39	41.57
358	12.63	50.53	8.17	32.68	4.26	17.05	11.63	46.53
359–A	10.19	40.74	6.75	27.01	3.44	13.74	9.42	37.69
375	10.16	40.63	6.57	26.28	3.43	13.71	9.36	37.43
473	5.12	20.48	3.31	13.25	1.73	6.91	4.72	18.88
473–S	5.29	21.17	4.42	13.69	1.79	7.14	4.88	19.51
474	7.09	28.35	4.58	18.33	2.39	9.56	6.53	26.13
506	8.79	35.16	5.69	22.74	2.98	11.87	8.09	32.37
507	9.83	39.33	6.36	25.44	3.32	13.21	9.06	36.25
508	10.02	40.10	6.49	25.94	3.38	13.53	9.24	36.97
509	13.13	52.52	8.24	32.97	4.40	17.62	12.10	48.41
510	10.74	42.95	6.95	27.78	3.63	14.50	9.90	39.60
511	12.98	51.93	8.39	33.56	4.38	17.51	11.97	47.86
512	9.83	39.31	6.35	25.39	3.31	13.25	9.06	36.23
513	8.87	35.47	6.05	24.21	3.21	12.83	8.64	34.51
513–A	8.93	35.71	5.77	23.09	3.01	12.04	8.23	32.91
513–B	8.57	34.27	5.54	22.16	2.89	11.56	7.89	31.59
514	7.34	29.36	4.75	18.99	2.48	9.90	6.78	27.07
800	27.89	111.57	18.04	72.16	9.41	37.65	25.71	102.84

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lose the property or be burdened with paying the monthly installments at a time when it is hardest to do so.

This contingency was emphasized by one of the foremen in the Goodyear plant at Akron, when their housing development was being formed.

AKRON PLAN

To meet this objection we suggested covering the payments by some form of insurance. This form was later worked out by the Metropolitan Life Insurance Company on the basis of a one premium policy, the cost of which is added to the amount of the second mortgage on the house. This insurance covers only the unpaid balance on the purchase price against the contingency of the death of the owner and expires when the house is completely paid for.

This form of insurance could be applied to the houses built at Neponset Garden Village. In the following table, we show the amount of the single premium for various ages that would be added to the purchase price for each $1,000 of the cost of the house, and the increase in the weekly installments that this would necessitate.

Premiums per $1,000

Insurance against contingency of death

Column 1 — Amount per $1,000 of single insurance premium which is added to cost of the house.

Column 2 — Cost, in weekly payments, of insurance to purchaser of house.

Age	*Column 1*	*Column 2*
20	$ 57.52	$ .15
21	57.94	.15
22	58.39	.15
23	58.87	.15
24	59.37	.15
25	59.93	.16
26	60.54	.16
27	61.18	.16
28	61.88	.16

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Age	*Column 1*	*Column 2*
29	62.65	.16
30	63.49	.17
31	64.40	.17
32	65.41	.17
33	66.52	.17
34	67.72	.18
35	69.07	.18
36	70.56	.18
37	72.23	.19
38	74.09	.19
39	76.16	.20
40	78.48	.21
41	81.08	.21
42	83.98	.22
43	87.26	.23
44	90.95	.24
45	95.08	.25
46	99.73	.27
47	104.90	.28
48	110.68	.30
49	117.09	.31
50	124.15	.34
51	131.93	.36
52	140.45	.38
53	149.76	.41
54	159.93	.44
55	170.98	.48

WAGE INSURANCE

There is another form of insurance that is desirable not only for those who are purchasing a house but for those who are renting one and that is insurance for the support of the widow or family during the first year after the death of the father.

Insurance for this purpose is issued by the Home Life Insurance Company. The idea was originally started in memory of Richard Watson Gilder, and these policies are called the

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Gilder Weekly Income Policies. They provide $75.00 at death to defray funeral expenses and a weekly payment for one year ranging from $10.00 to $17.00.

PAYMENT SAFEGUARDED

The proceeds of the policy cannot be hypothecated or sold by the beneficiary. This safeguard is put around it to prevent the beneficiary from becoming the victim of inexperience, thriftlessness, or unworthy advisors.

In the following table, we give the cost of this insurance in the amounts it would add to the weekly rent of the houses.

COST OF WEEKLY INCOME INSURANCE

Weekly Premiums to Provide $75.00 at the age of 85, or Prior Death and a Weekly Income Guaranteed for 52 Weeks.

Nearest	*$10 per week*	*$12.50 per week*	*$15 per week*	*$17 per week*
Age	*Income*	*Income*	*Income*	*Income*
20	.20	.25	.29	.33
21	.21	.25	.30	.33
22	.21	.26	.30	.34
23	.22	.26	.31	.35
24	.22	.27	.32	.35
25	.23	.27	.32	.36
26	.23	.28	.33	.37
27	.24	.29	.34	.38
28	.24	.30	.35	.39
29	.25	.30	.36	.40
30	.25	.31	.37	.40
31	.26	.32	.38	.42
32	.27	.33	.39	.43
33	.28	.34	.40	.45
34	.28	.35	.40	.46
35	.29	.36	.42	.47
36	.30	.37	.43	.49
37	.31	.38	.45	.50
38	.32	.39	.46	.52
39	.33	.40	.48	.54

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Nearest	*$10 per week*	*$12.50 per week*	*$15 per week*	*$17 per week*
Age	*Income*	*Income*	*Income*	*Income*
40	.34	.42	.49	.55
41	.35	.43	.51	.57
42	.37	.45	.53	.59
43	.38	.46	.55	.61
44	.39	.48	.57	.63
45	.41	.50	.59	.66
46	.42	.52	.61	.68
47	.45	.54	.63	.71
48	.46	.56	.66	.74
49	.48	.58	.69	.77
50	.50	.61	.71	.80

Payments are made to the wife or other named beneficiary. If the beneficiary should die before the insured, then instead of the above payment of $75.00 and the weekly income of $10.00, the insured's executors would receive in one sum upon his death $587.00. Or, if the beneficiary should die before receiving the entire fifty-two weeks' income, the unpaid balance would be commuted and paid in one sum to the beneficiary's executors.

PAYMENT AT THE AGE OF EIGHTY-FIVE

If the insured should continue the policy until he is eighty-five years old, the $75.00 in one sum and the weekly income for fifty-two weeks would then become payable.

LOAN VALUE

If the insured should desire for any reason to discontinue the policy after three years, he would be entitled to a loan or cash value or a paid-up participating policy payable at maturity (death or at age 85) in one sum. The exact amount of these values are specified in the policy. To illustrate:

After Policy has been in force	*Loan or Cash Value*	*Paid-up Participating Insurance in One Sum*
3 Years	$ 14.76	$ 33.00
4 Years	24.54	53.00

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After Policy has been in force	*Loan or Cash Value*	*Paid-up Participating Insurance in One Sum*
5 Years	34.53	75.00
6 Years	43.30	92.00
7 Years	53.77	112.00
8 Years	64.47	132.00
9 Years	75.42	151.00
10 Years	86.59	171.00
11 Years	96.53	187.00
12 Years	106.69	203.00
13 Years	117.07	218.00
14 Years	127.65	233.00
15 Years	138.43	248.00
16 Years	149.37	262.00
17 Years	160.46	276.00
18 Years	171.70	291.00
19 Years	183.08	304.00
20 Years	191.56	317.00

SKETCH DRAWINGS AND DESCRIPTION OF TYPICAL HOUSES RECOMMENDED FOR NEPONSET GARDEN VILLAGE

Special Tile Construction

Standard Buildings Inc. Special Tile houses cost 1½ per cent less than frame.

The saving in cost of maintenance over that of frame construction is:

In renewal of painting .....7/10 per cent
Deterioration of Wood .....2/10 per cent
Reduced Insurance .....1/10 per cent
Making a total of ..... 1 per cent annually

If we capitalize the annual saving in maintenance on a 6 per cent basis, the total saving in cost would be 18 per cent.

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House No. 166

Cost of House	$4,965.00
[1] Weekly Rental	15.62
[1] Average weekly purchase installment	11.90

One family house — 34′ front by 32′ deep, including piazza. Lot required — at least 50 feet front, but preferably 60′ to 75′, unless the end of the house is placed facing the street.

CONSTRUCTION

Walls of hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

If this house is built of Tex-face tile, the saving in cost will be $115.00.

PLAN

A six room house with sleeping porch which may be made into another bedroom, if desired. An ample piazza is separated by French doors from a compact hall with coat closet, and an unusual living room 13′6″ x 22′6″ with open fireplace and large window seat. A dining room 12′6″ x 13′, a kitchen with sink, dresser and range, a pantry and butler's pantry on the first floor. The cellar contains a large laundry with two tubs, storeroom, coal bin and furnace. Second floor has three excellent bedrooms, bath and sleeping porch.

SPECIAL NOTE

The hip roof has a liberal overhang, the windows are large and have combination slat and solid shutters.

House No. 354

Cost of House	$3,303.00
[1] Weekly Rental	10.39
[1] Average weekly purchase installment	7.91

One family house — 34′ front by 26′6″ deep, with low cottage effect. Lot required — 50′ front, but preferably 60′ to 75′. Should face south or southwest. Design may be reversed.

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[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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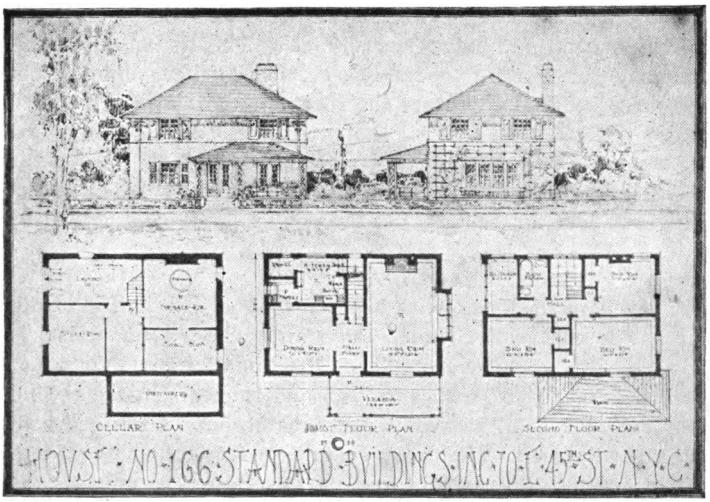

Design for House No. 166

CONSTRUCTION

Walls of hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

PLAN

A seven room house suitable for a large family. There is a cellar under the entire house. A porch 6′ x 10′6″ opens from a hall to the right of which is a good living room 12′3″ x 17′ with an open fireplace at end. To the left is an ample dining room 12′ x 14′, and kitchen with sink, tub, dresser and range.

The second floor contains one large double room, three single bedrooms and bath.

HOUSE NO. 358

Cost of House	$3,697.00
[1] Weekly Rental	11.63
[1] Average weekly purchase installment	8.86

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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One family house — 31′6″ front by 27′6″ deep. Lot required — 50′ front, but preferably 60′. This is another plan that may face north if necessary, because kitchen, dining room and three bedrooms will get the southern sun.

CONSTRUCTION

Walls of hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

PLAN

A seven room house, with a porch 6′12″. The hall is small, but has a coat closet under the stairs. The living room is 14′ x 17′ with an alcove fireplace; the dining room 11′6″ x 14′, kitchen 11′6″ x 15′6″ with sink, tub and range. On the second floor are four good bedrooms and a bathroom. Each bedroom has a good closet. The cellar contains a furnace and coal bin.

The amount of usable room in this house is unusual, as waste space has been almost eliminated.

SPECIAL NOTE

The entrance to the cellar and kitchen does away with outside cellar steps. The low cottage roof is particularly effective.

HOUSE NO. 359-A

Cost of House	$2,987.00
[1] Weekly Rental	9.42
[1] Average weekly purchase installment	7.16

One family house — 28′ front by 28′6″ deep, not including porch steps. Lot required — 40′, but preferably 50′ or 60′. Can face southeast, south, or west, or even north, if necessary, in which case two bedrooms, dining room and kitchen will get the northern sun.

CONSTRUCTION

Walls of hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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PLAN

A six room house with a porch 10′ x 12′6″. From a small hall we pass to living room 12′ x 16′ with open fireplace, and dining room 12′ x 14′6″. Kitchen has tub, sink, dresser, range, and rear entrance has place for refrigerator. On second floor there are three bedrooms and bath. Cellar under the entire house contains furnace and coal bin.

SPECIAL NOTE

As will be noted, this is a specially attractive and liveable plan. The grouping of the windows together makes an unusually interesting effect. The treatment of the porch and the lattice on front is simple, but excellent.

HOUSE No. 375

Cost of House	$2,974.00
[1] Weekly Rental	9.36
[1] Average weekly purchase installment	7.13

One family house — 31′6″ front by 24′ deep. Lot required — 40′, but 50′ or 60′ would be preferable and afford more room for planting. May face west, or south, or possibly east, if desired.

CONSTRUCTION

Walls of hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

PLAN

A six room house with a plan of exceptional merit. The low cottage effect is obtained by the roof coming down over the ample porch 7′6″ x 17′. Living room, with open fireplace, 11′ x 15′, dining room, kitchen with sink, tub, dresser and range, and place for refrigerator on steps down to rear door. The cellar contains a furnace and coal bin. Two single bedrooms, a large double room and a bath on the second floor.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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House No. 473-473-S

Cost of House (per family)	$1,500.00	$1,550.00
[1] Weekly Rental	4.72	4.88
[1] Average Weekly Purchase Installment ..	3.77	3.78

Semi-detached house — 48′ front by 34′ deep, including front and rear porches. Lot required — at least 60′ wide, but preferably 75′ or more. May face south or west.

CONSTRUCTION

Walls of first story of Tex-face tile, gables of shingle. Roof of Neponset shingles. Heat from stove with registers above it included in cost.

PLAN

This double house is called No. 473. If the family unit is built as a detached house, it is called No. 473-S.

A five room house with a large living room 13′6″ x 16′, which serves also as a dining room. The kitchen has range, sink, tub and dresser, also rear porch with place for refrigerator. There are also two bedrooms with large closets. On the second floor is a bedroom 10′ x 12′, large bathroom 8′ x 9′, and storage room.

SPECIAL NOTE

The heating is by stove in a recess out of the living room, with registers to second story bedroom and bath. The first floor bedrooms are heated from the living room. The kitchen has a range.

House No. 474

Cost of House (per family)	$2,076.00
[1] Weekly Rental	6.53
[1] Average Weekly Purchase Installment	4.98

Semi-detached two family house — 49′ front by 38′ side, including piazzas and bay. Plot required — 70′ to 80′ front.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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Should face south to southwest, but may face in other directions.

CONSTRUCTION

Walls up to sills of second story windows of Tex-face tile, above, hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

PLAN

A ten room house, five rooms per family. Each house has a large porch 9′ x 13′ which opens into the living room which has a large bay window in front. Back of this is the dining room 10′ x 14′ and kitchen in rear with tub, sink, dresser and range. The cellar contains a furnace and coal bin. On the second floor are two bedrooms, large enough for double beds, and bath.

SPECIAL NOTE

As arranged, the piazzas are on opposite sides of the houses, so that the occupants do not see one another when on the piazza, giving privacy to each family. This plan, while compact, is notably excellent for its convenience in housekeeping for a small family.

HOUSE No. 506

Cost of House	$2,572.00
[1] Weekly Rental	8.09
[1] Average Weekly Purchase Installment	6.16

One family house — 22′ front by 34′ deep, including front porch. Lot required — 40′ wide, but preferably 50′. Frontage should be south, southwest or west.

CONSTRUCTION

Walls of first story up to sills of second story windows of Tex-face tile; above hollow tile covered with stucco. Roof of Neponset shingles. Hot air heat.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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PLAN

A six room house with a porch, ample for the use of the family, living room 13′ x 13′6″ and dining room 11′ x 11′3″ with a door opening into the kitchen which contains a range, tub and sink. Cellar under entire house. Three bedrooms, each with good closets, and a bathroom on the second floor.

SPECIAL NOTE

This house with an extra room on the first floor is known as No. 512.

The house is heated by a furnace in the cellar, which contains a large coal bin. The dresser with doors both sides, between kitchen and dining room is a great convenience. The windows are wide and generous and provided with blinds.

HOUSE No. 508

Cost of House	$2,937.00
[1] Weekly Rental	9.24
[1] Average Weekly Purchase Installment	7.04

One family house — 29′ front by 34′ deep, including piazza. Lot required — 50′ to 60′ front. May face east, southwest, or possibly south. Plan might be reversed to suit points of compass.

CONSTRUCTION

Walls of first story of Tex-face tile. Gables and roof of Neponset shingles. Hot air heat.

PLAN

A six room house with a fine porch 8′6″ x 17′. To the left of a small square hall with a coat closet, is living room and dining room, each 11′3″ x 13′. The kitchen has a closet, dresser, sink, tub and range. The cellar contains furnace and coal bin. On second floor there are two double and one single bedroom and bath, and three good closets.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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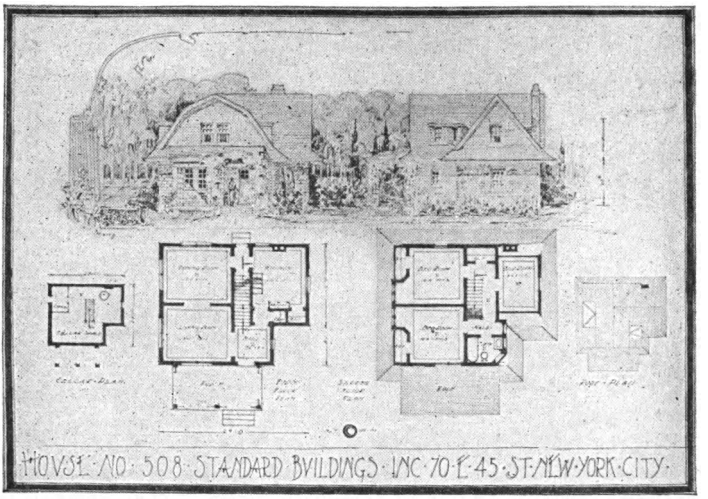

Design for House No. 508

SPECIAL NOTE

The excellence of the plan, the low roof lines, the good sized piazza, make this an exceptionally attractive small house.

House No. 510

Cost of House (per unit of store and apartment above)	$3,146.00
[1] Weekly Rental	9.90
[1] Average Weekly Purchase Installments	7.54

Row of six stores and apartments, each unit 20′ wide. The whole group is 120′ long and 34′ deep. Lot required — should be large enough to allow ample access for wagons on ends — 136′ or more. The row should be placed back from the street 15 to 20 feet, allowing 8 or 10 feet for planting between the regular sidewalk and a special sidewalk in front of stores. All store deliveries to be made in rear. To get bright stores and living room, frontage should be south to west.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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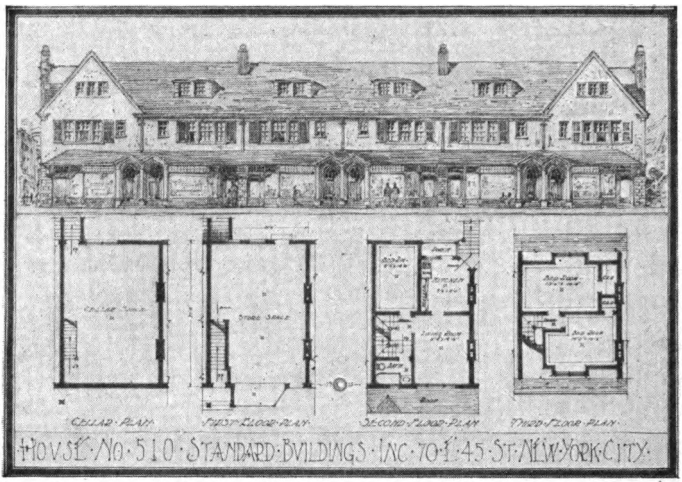

Plan Showing Tenement Type of Building for Workingmen. Example of One of Fifty Plans Submitted

CONSTRUCTION

Walls of first story of Tex-face tile; above of hollow tile covered with stucco. Roof of Neponset shingles. No heat, but flues provided for stoves.

PLAN

The storespace is ample and unobstructed, with a large cellar for storage. Plate glass windows with display space back are unusually good in size and arrangement. The apartments on the second and third floors have individual entrances, separate from the stores and consist of living room, kitchen, three bedrooms and bath. The kitchen has tub, sink, range, large dresser, and a small back porch with rear entrance. The bedrooms are of excellent size as may be seen from the figured dimensions. The store can be heated with stoves, small furnace, or steam heater as desired. The apartments will be heated by range and also stove in severe weather.

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HOUSE No. 511

Cost of House	$3,803.00
[1] Weekly Rental	11.97
[1] Average Weekly Purchase Installments	9.11

One family house — 58′ front by 37′ deep. Obviously intended for a plot 80′ to 100′ wide. May face south or southeast, or southwest. Design may be reversed and wood shed omitted.

CONSTRUCTION

Walls of first story of Tex-face tile; above hollow tile covered with stucco. Roof of Neponset shingles. No heat, but fireplaces provided in two rooms.

PLAN

A seven room, real New England country house, with a porch which leads into a hall 9′ x 9′, a living room 14′ x 14′ with open fireplace, and a bedroom. There is no cellar, but a wood shed takes its place. The dining room on the right 13′ x 14′ is followed by a large kitchen 8′ 8″ x 19′6″ with a large dresser, sink, tub and range, and a ventilated woodhouse opening out, 12′6″ x 7′ in size. The second floor has a large family bedroom 14′ x 18′ with open fireplace, two small bedrooms, bath and large storage closets.

SPECIAL NOTE

This house is similar to No. 513, but somewhat larger. The long, low effect is improved by the woodhouse, the windows have blinds, and the two open fireplaces add to the attractiveness of this design.

HOUSE No. 513

	No. 513	No. 513-A	No. 513-B
Cost of House	$2,744.00	$2,615.00	$2,509.00
[1] Weekly Rental	8.64	8.23	7.89
[1] Average Weekly Purchase Installment	6.58	6.27	6.01

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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One family house — 52′ front by 34′ deep. Lot required — 75′ to 100′. May face south, southeast or southwest. The wood shed may be omitted if desired, and the plan reversed.

CONSTRUCTION

Walls of first story of Tex-face tile; above, of hollow tile covered with stucco. Roof of Neponset shingles. Heat is provided from a stove in the hall.

PLAN

Walls of first story of Tex-face tile with tile gables covered with stucco above. There is no cellar, but its use is supplied by the woodshed. There are two bedrooms on the second floor instead of three, and open fireplaces are omitted.

The cost includes an ordinary sized chimney and no blinds. With blinds and large chimney, add $47.00 and $108.00 respectively.

SPECIAL NOTE

This house is similar to No. 511, but somewhat smaller.

House No. 513-A is the same as No. 513, but a 12′ x 9′ frame woodshed substituted.

House No. 513-B is the same as No. 513, but without woodshed.

House No. 514

Cost of House	$2,150.00
[1] Weekly Rental	6.78
[1] Average Weekly Purchase Installment	4.90

Single house — 24′ front by 31′ deep, including porch. Plot required — 40′ front. May face south or west.

CONSTRUCTION

Walls of Tex-face tile for the first story, with shingle gable ends above. Roof of Neponset shingles. Hot air heat.

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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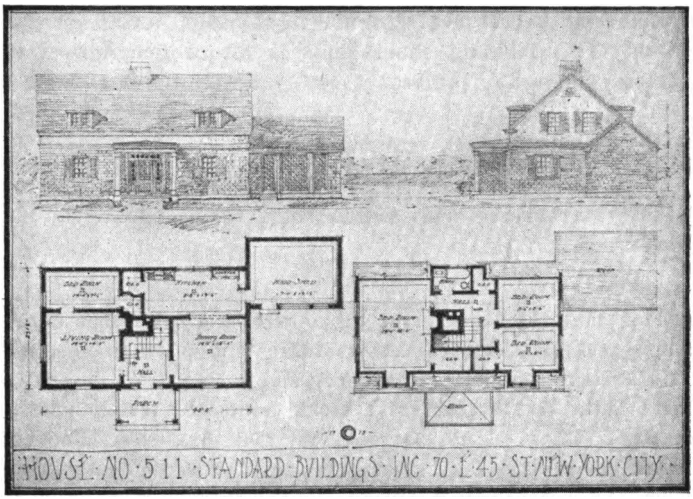

Typical House, Design No. 511

PLAN

A five room house with bath. Cellar underneath the main portion. The porch extends entirely across the front with the high columns which are very distinctive of the best Colonial types. The living room is 12′7″ x 10′10″, opening *en suite* with a dining room 9′11″ x 14′, at the rear of which is a kitchen 10′ x 10′6″. Stairs to the cellar lead from the dining room. The bedrooms are 10′3″ x 10′10″, and 7′6″ x 14′0″ respectively.

SPECIAL NOTE

This house has the same accommodations and is of the same size as one of the units in the double house No. 474.

HOUSE No. 800

Cost of House	$8,170.00
[1] Weekly Rental	25.71
[1] Average Weekly Purchase Installment	19.58

[1] Rentals and purchase installments are figured on the basis of the cost of the land being one-fifth that of the house.

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Boarding house 68′4″ front by 38′ deep, including front porch. This building should have a lot of generous width, not less than 80′, preferably 100′. May face east, west or south.

CONSTRUCTION

Walls of first story of Tex-face hollow tile; second story of hollow tile covered with stucco. Roof of Neponset shingles. Steam heat.

PLAN

This building has unique advantages for its purpose. An ample porch 8′9″ x 28′, spacious dining and living rooms, each 13′ x 20′, three double and thirteen single rooms for guests and three bathrooms. There is a cellar under the left hand third of the building. Each bedroom has a large closet. The bedrooms are arranged to be easily cut off to accommodate women exclusively or men in a section, or to close off in slack season so as not to heat the entire house. The building also contains rooms for the keeper of the house, consisting of kitchen, large pantry, two bedrooms and bath.

SPECIAL NOTE

Almost without exception the country boarding house is a make-shift of some old house designed originally for a single family and is to the last degree inconvenient, and not economical to run. This plan will be found exceptionally well adapted to its purpose.

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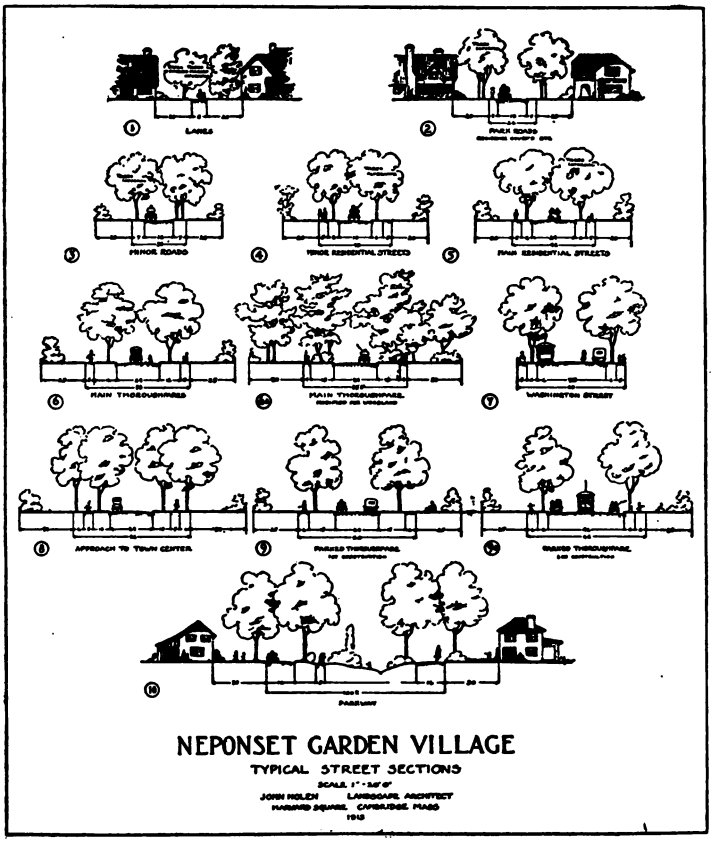

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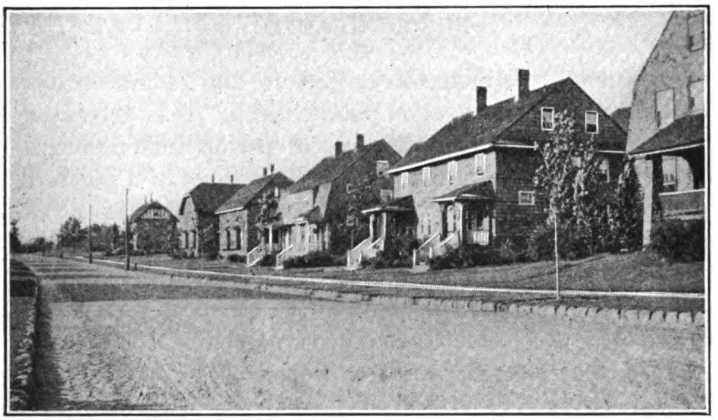

Well Planned Street of Double Family Houses, Hopedale, Mass., Renting from $16.00 to $18.00

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CHAPTER XI

PUBLIC HEALTH

Community planning, development and administration have a direct influence upon public health. It is only, however, within a comparatively recent period that municipal authorities have begun to appreciate the value of a perfectly coördinated scheme of health conservation. Health administration throughout the United States needs improvement, and most particularly where it is concerned with the smaller communities. Prevention, not cure, is now recognized as the real problem. "The contagion of disease must be opposed by a contagion of intelligence." [1]

Professors Fisher of Yale, Wilcox of Cornell, and Glover of the University of Michigan, are agreed in stating that tuberculosis costs the United States half a billion dollars every year. During the past year we have been appalled at the horrible sacrifice of human life in the terrible European conflict; yet how few give heed to the equally appalling fact that six hundred thousand persons die in the United States each year of preventable diseases and that blindness costs this country $66,000,000 every year, although oculists state that 50 per cent of it is due to causes that might be avoided. We disregard the repeated statement that a one year old child and an eighty year old man have an equal chance of living another year. Diseases due to ignorance in diet, in ways of life and important principles of sanitation cause enormous annual human waste. There

[1] Dr. Richard C. Cabot.

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is, however, evidence of a general awakening on the part of all the people to a better understanding of the situation, as may be seen in the organization of a great movement to provide training schools for health officers, similar to those at Harvard, the Massachusetts Institute of Technology, the universities of Wisconsin and Colorado, and other institutions.

We are beginning to study the health problem from a new angle. Purity of water supply; satisfactory methods for the disposal of sewage, street and factory refuse, and garbage; housing; sanitation in the home, the school, and the factory; hygiene; the control of infectious disease; the care of the sick; the care of the child; suppression of vermin and insect pests; the importance of pure milk; pure food; of school clinics; the beneficial effects of recreation; and so on through a list that might be extended indefinitely, each phase of the problem of health conservation is being studied separately and in its relation to all the others.

In a recent report on the health conditions in New York City it was stated that only about 10 per cent of the cases of sickness in cities are treated at hospitals. Such a statement emphasizes the importance of preventive agencies in the home. It is because of our appreciation of these conditions that there is being developed a comprehensive plan for informing the people on matters of sanitation and hygiene through the establishment of a system of visitation. In the broadening of school functions related to the health of the children, and in the maintenance of dental, eye and other school clinics, we see further evidences of this modern trend. It is to be seen in the efforts of the State Board of Health to promote higher standards in inspection and in general health work, and in affording local boards opportunity of taking advantage of the experience of other communities in solving their health conservation problems.

We are beginning to realize that we have been niggardly

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in providing funds for school and general health work. Even now school inspection work in a majority of small cities and towns is almost wholly without supervision. The necessity of closer relation between school and health authorities should be apparent. The work of the school nurse, the district nurse and the visiting nurse affords excellent opportunities for the extension of health services in every community. It is in recognition of the value of the services that may be rendered through their agency that a Massachusetts statute, chapter 72 of the Acts of 1911, has been enacted permitting towns to appropriate a sum not exceeding $2,000 to be expended under the direction of the local health authorities in employing district or other nurses. These nurses, regardless of their distinctive title, are becoming most powerful factors, not alone in their particular capacity as regards health, but equally so in promoting the social welfare of every community in which they are employed. In their visits to the homes of the sick, they teach the well members of the family how to avoid illness. Their knowledge of the importance of pure food, and of food values, enables them to offer helpful suggestions to housekeepers seeking an economical scheme of expenditure. Through their acquaintance with business men and employers they are frequently able to assist parents or others among the family breadwinners to secure employment. In every direction, the nurse finds opportunity for aiding, not only the physical development of the community, but its moral and social progress as well.

Every town should make provision for the employment of a school nurse, the cost to be borne by the town revenue. In the town of Walpole, previous to last year, an appropriation of $250 was provided toward the expense of maintaining a visiting nurse, the balance of the cost being made up by the local Visiting Nurse Association from the proceeds of entertainments and in private subscription. In 1915

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this appropriation was increased to $500, with an additional $500 for a visitor, to be expended under the direction of the selectmen. In 1916 the total appropriation was $500 for the visiting nurse.

While this action shows an awakening to the importance of community hygiene, such an important function as that administered by a school and a visiting nurse should not be left to private philanthropy. The health of the town is distinctly the town's business, and the cost of conserving it should be borne by the town revenues. $500 is inadequate to pay for the expenses even of a visiting nurse. No effort should be spared in extending work of this character. It is cheaper to keep well than to get well, and every dollar invested by the town in promoting the health of citizens is well invested.

In the town of Norwood, Mass., in connection with their Civic Association, clinics have been established that are proving of great assistance, not only toward correcting incipient troubles among the children, but by a careful survey of existing conditions of the town, paving the way for future action which must lead to an improved condition of health in the community.

In the progressive "sand hill region" of North Carolina a health survey of the children of the community is being made with the intention of providing means for correcting any troubles that are found.

Among the various clinics that have been established in connection with our school system, that concerned with the care of children's teeth is developing very rapidly. In a recent examination of New York school children, 350,000 were found who required the services of a dentist. In Cleveland, Ohio, five minutes each day is devoted to teeth cleaning. An experiment conducted on twenty-seven school children in that city showed that the keenness and power of observation and general quickness of the children selected

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for dental care was better than that of their schoolmates. The Forsyth Dental Institute at Boston "represents the first attempt on an adequate scale to satisfy the dental requirements of children." Had this institute established small clinics throughout the city, its influence for good would have been greater than it has been or is likely to be in the one large building, somewhat remote from those who should use it, which it now occupies. Although the legislature of last year enacted a law permitting towns to establish and maintain dental dispensaries for children of school age, the work in small communities must continue to be largely supported by the generosity of local dentists. In a number of cities and towns, as in Winchester, Mass., the local dentists give a half day each week to the work of caring for needy cases at a nominal charge of 25 cents. A school nurse works with them. At Lynn, Mass., the clinic is conducted in the Neighborhood House. Fifteen local and ten out of town dentists give their services at nominal charges of 15 cents for cleaning, 10 cents for extracting, and 25 cents for filling. In many towns, as in Norwood, dental clinics are maintained as a feature of a privately supported scheme of general welfare.

The following table is interesting as showing the work being done by town and city authorities throughout the country to promote the health of school children:

HEALTH WORK IN CITY AND RURAL SCHOOLS OF THE UNITED STATES [1]

PUBLIC HEALTH

Activity	*For City Children*	*For Country Children*
Medical inspection laws in 23 states	Mandatory for cities only in 12 states	Mandatory for rural schools in 7 states
Mandatory laws	Apply to all cities	In 7 states
Permissive laws	Enforced in most cities	In 6 of the 13 states having such laws

[1] *New York Times Magazine*, April 2, 1916.

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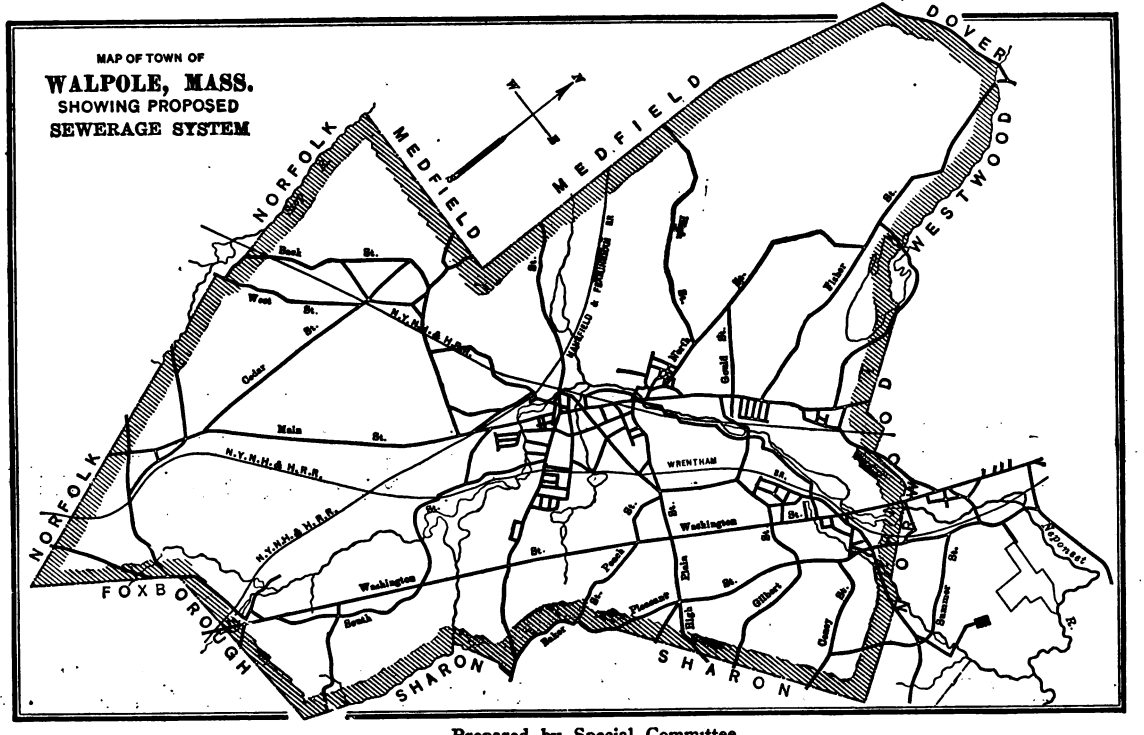

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Activity	*For City Children*	*For Country Children*
Medical inspection practiced	In over 400 cities	In 13 states, in parts of 130 counties
Dental inspection by dentists	In 69 cities	Permitted in 2 states, but not yet provided
Dental clinics	In 50 cities	In one rural county, (St. John's County, Florida.)
Clinics for eye, nose, defects	In cities	None
Nurses	750 in 135 cities	In 12-20 rural districts
Open air classes	In cities only	
Athletics and recreation: organized, with appropriate facilities and equipment	Practically all cities and large towns	Little provision in rural schools
Warm lunches in schools	In over 90 cities in 21 states	In a few scattered schools in 9 states

In the small town of Walpole it is creditable to the public spirit of the town authorities and citizens in recognizing the importance of careful planning to safeguard the health of the community, that the death rate was only ten per thousand of population in 1915. Evidence of a more wise health policy may also be seen in the plans of many communities throughout the state of Massachusetts, like Walpole, that are giving attention to water supply, sewerage problem, improved housing, school hygiene, school clinics, domestic science and general hygiene. The powers of the State Board of Health, in matters of milk production and improved sanitation inspection, with the assistance and advice thus given to towns and cities, show an active campaign under way toward the importance of protecting public health.

The following pages of this chapter are intended to be suggestive of the value to every community of comprehensive planning and continued effort toward health conservation.

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HEALTH CONSERVATION

Health conservation means the prevention of human wastage.

The life of every individual is worth so much to the community.

Health conservation is intended to prevent the deterioration in man.

It was not until England had to raise an army for the Boer War that she saw her problem at home.

There is more to public health conservation than the building of hospitals, sanitoria, and asylums.

It embraces among other things:

Growth and nutrition
Hygiene of infancy and childhood
Industrial and occupational hygiene
Hygiene of transportation
Housing
Control of vermin and insects
Adequate use of playgrounds
Suppression of alcoholism
Adequate sewer system
Clean streets
Pure food
Pure milk
Care of the sick
Life saving
Physiology and exercise
School hygiene
Home hygiene
Education
Sanitation
Water supply
Refuse disposal

Pure Food

Food is man's fuel. Manufacturers realize the advantage of using the best fuel. It means increased output, efficiency and economy in operation.

Food furnishes man with heat, power and repair of tissue. Knowledge of food values and proper methods of cooking lessen cost. Training in domestic science is important to solution of food problem.

Keep milk clean; keep it cool.

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Sanitation

Prevents, pollution of drinking water,
evils resulting from overcrowding,
dangers, from house drains,
from ill constructed waste pipes,
from cesspools filled with stagnant liquid,
from decomposed organic matter, food, etc.,
from street refuse, and from discharges from house or factory,
from lack of care to avoid surface pollution in street drainage,
from unsealed traps,
from results of failure to insure proper sewers and the disposal of waste,

As a town grows the necessity of protecting the source of water supply from contamination by sewage makes the construction of a sewer system imperative.

Prevention Better Than Cure

Foresight in health matters is far better than hindsight.

Prof. Irving Fisher says: "The smug self satisfaction of most American towns as to their healthfulness is the reckless folly of ignorance."

This is the day of preventive medicine.

Awaken public conscience to the value of a clean life.

The essential thing for a strong nation is to have a generation of men with clean bodies.

Model suburbs are more due to business judgment than to sentiment: the well housed worker is most efficient.

A healthy worker is worth more than a sickly one.

Life insurance companies try to keep their risks alive.

Are you less interested in your own life than the insurance company that has insured it?

Money paid for promoting community health represents a very small insurance premium.

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Preventive medicine should begin in the home.

Correction of home and working conditions checks disease.

The function of the hospital is merely to cure.

Teach the people how to stay well; it costs less.

Healthy childhood is not only a blessing to the individual but to the city and state; it means the foundation of a healthy race and eliminates some of the burden of economic loss.

Child brings health lessons of the school home to parents.

Look after the physical welfare as well as the mental development of the child.

Instruct children in personal, home and community hygiene, sanitation and health laws.

More comprehensive propaganda for the instruction of mothers.

Greater latitude in school curriculum.

School, District and Visiting Nurses

Employment due to increasing number of schools and other departmental functions relating to health.

Decrease danger from contagion.

Teach cleanliness, and personal hygiene.

Form emergency service for minor chronic complaints.

Coöperate with parents.

Teach value of cleanliness, fresh air and right living.

Allow broadening of scope of school hygiene.

Through contact with homes of pupils teach well members of family value of prevention.

Teach wage earners how to plan food expenditure for best results.

"To make the city habitable; to increase the efficiency of the state through the better health of its citizens — what task is higher than this great labor for the common good?" (Hollis Godfrey, in "The Health of The City.")

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"First make your homes and their surroundings clean and wholesome; then ask God to bless your efforts at protection against approaching epidemic." Such was the reply of Prime Minister Russell, of England, in 1849, to a delegation of clergymen who petitioned him to set apart a day of prayer against a threatened cholera epidemic. It was good advice then and it is good advice now to the people of Walpole or any other community.

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CHAPTER XII

INDUSTRIAL AND COMMERCIAL

A LIVE town or city must have a commercial and industrial program. Material development is necessary if the bills for town and community development are to be paid. It is essential that the town be divided into industrial, commercial, and residential districts. In no other way can we prevent the confusion and mixing of development that has produced such deplorable results in many of our semi-rural towns throughout New England.

If we are to prevent industrialism warping and destroying the soul of the town, we must adopt the European system of zoning areas,[1] and carefully prescribe districts where industries may locate. Otherwise we shall inevitably fail to derive full benefit from industrial prosperity in our social and civic development. Proper planning in this particular is not only necessary to guard against the evil consequences of misguided town development, but it will be equally advantageous to our industries. In a word it combines social and civic progress and industrial efficiency.

Mr. Thomas Adams, Town Planning Adviser to the Conservation Commission of Canada, has recently pointed out that the planning of cities, towns, and rural districts should be: first, to promote industries, at the same time providing good living conditions; next to provide education and recreation, and in addition, seek the development of civic consciousness which would lead to the growth of a civic center and fine public buildings. Health and cleanliness are absolutely necessary as a foundation for civic beauty.

[1] *See* Plan, Page 398, Part III.

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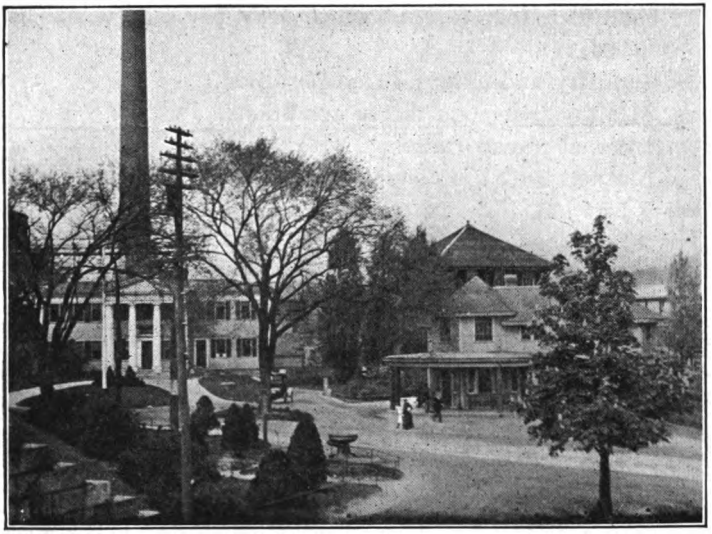

East Walpole Square, Looking Toward Office of Bird & Son

Business Block, Walpole Center

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"The order, therefore, in which town planning would be considered, is:

1. Industry and external transportation.
2. Healthy living and home conditions.
3. Internal transportation.
4. Markets and food supplies.
5. Education.
6. Recreation.
7. Civic centers and monumental buildings."[1]

It is the intention of the Walpole Board of Trade to take over the program of commercial and industrial development in town planning. It is unfortunate that so many boards of trade scatter their work to such a degree that their principal objective is often lost. If citizenship is aroused and a town has a program, the business men of the town can well concentrate their energy upon the material tasks of town development, leaving the social and civic problems to other groups in the organization of the community.

The purpose of community organization in Walpole is to unite all community interests, to consider town planning recommendations and community needs, and to prepare specific programs covering every branch of town affairs. In this scheme, the Walpole Board of Trade will constitute the department to undertake the industrial, commercial and residential features of the community program.

It is unfortunate that the real purpose of city and town planning is frequently misunderstood by the business men in a community. They should be cured of the impression that town planning deals only with esthetics and town beautification. These are but minor features of community planning and community building. A town or city must have material growth. Its business, commercial and real estate development must be progressive. Its progress must

[1] Thomas Adams.

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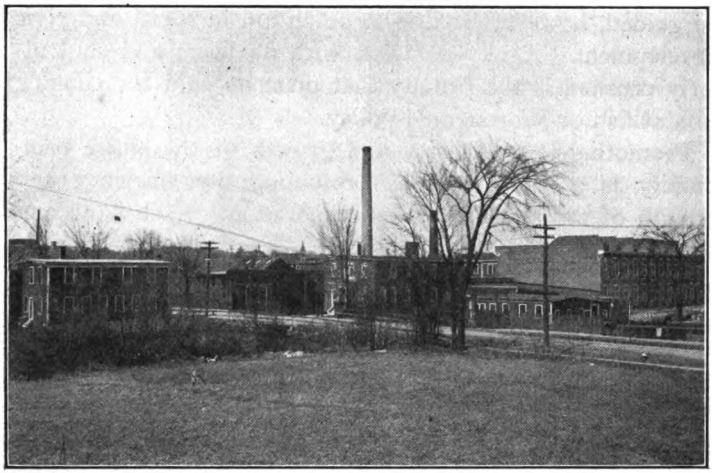
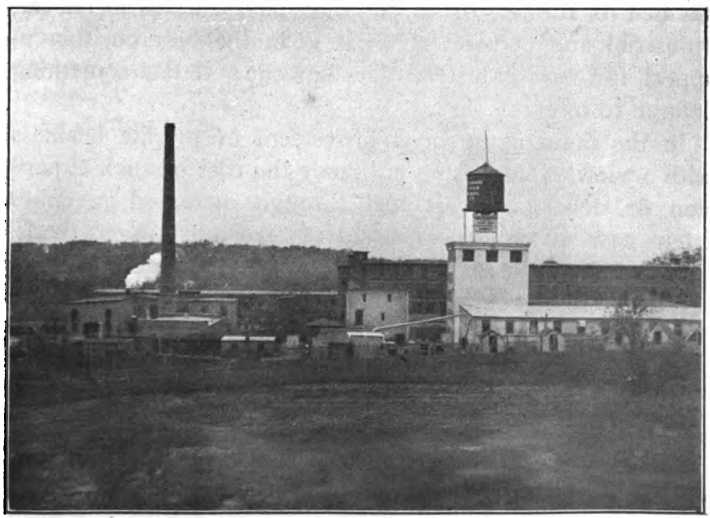


Lewis Manufacturing Company. Absorbent Cotton and Gauze



Standard Woven Fabric Company

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be guided, however, if it is to be an aid in social and civic development. A city or town with its heart and soul utterly crushed is the penalty that must be paid for clinging to a selfish or shortsighted policy.

Promoting the efficiency and growth of the entire community is as important as promoting the efficiency and growth of any great business corporation. Each is accomplished through the same means. Foresight and planning are the keys to success in the case of each.

Business men should be the first to recognize that if they impede the welfare of the community through lack of interest, they and their business, as members and parts of the community, will suffer the consequences of such neglect. Any business organization that does not have the loyal support of every member of its force is on the road to failure. It is equally true that the community that does not have the loyal support of its business men can hope for little in the way of development. It is the city or town that has planned its future growth, not only physical and social, but industrial and commercial, that is in the best position to appeal for new industrial development. It has something definite to offer.

In the building up or improvement of private business with a view to increasing efficiency the cost of such expansion or development is met through increased revenues from new business or increased economy in methods. City and town planning represent exactly the same purpose applied to the community as a whole. The cost of carrying out the proposed improvements will be met from increased revenues resulting from the general business expansion which those improvements will make possible.

Planning for the industrial and commercial future of any town is good business.

By increasing the general business of the community it

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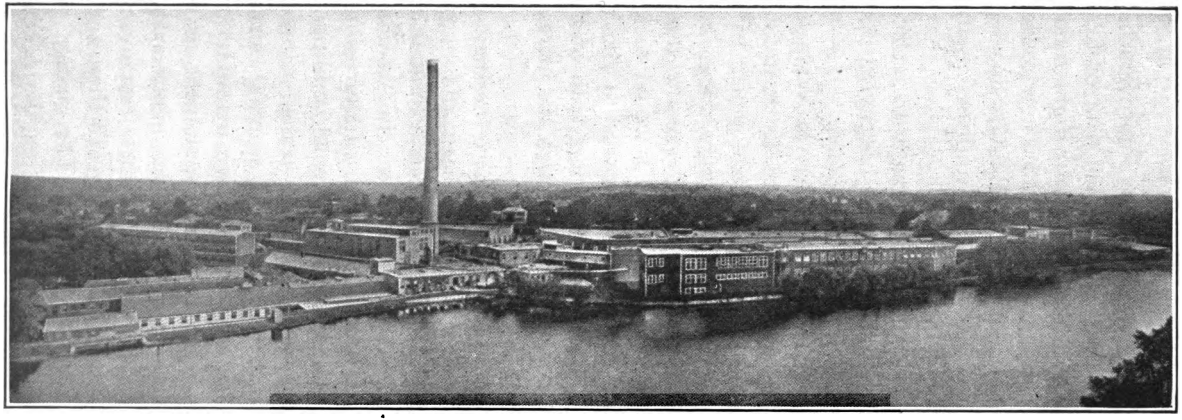

Mills of Bird & Son, Paper Manufacturers, East Walpole

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will be possible to pay for every improvement planned without adding anything to the town debt or tax rate.

Securing new industries of the right kind for any town will mean increased revenues from new sources of taxation, increased population, increased purchasing power, increased opportunity for wage earners, and increased prosperity for the whole community.

A million dollar industry brought to such a town as Walpole would solve the problem of paying for every public improvement that has been planned.

The bringing of new business to Walpole to an extent that would add a million dollars to the total product value of the town would mean the employment of 250 additional wage earners, who, at the average wage, would earn over $150,000 and by that sum increase the purchasing power of the community. Indirectly it would mean much more. It would mean increased revenues to the town resulting from enlarged sources of taxation, both of the property of new business concerns and through the increase in land and building values generally.

During the past few years business organizations throughout the country have been adopting the policy of going after new business for their communities on the basis of a definite proposition. The civic-commercial side of government is now recognized. Inquiries for factory locations now center about municipal conditions, tax burden, police, health, water, school, transit administration and their bearing on labor supply; teaming, terminal and side track facilities, etc. Progressive manufacturers have discovered that fine mechanical equipment or other material advantages do not of themselves insure success in operation. They have learned that their employees must live in healthy and moral surroundings if they are to attain the highest degree of efficiency. The matter of housing of working people and provision for the needs of the com-

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munity in education, recreation and other features of municipal activity have frequently been the deciding factors in the location of an industry in one city or town rather than in another.

Intimately associated with the housing problem is the question of transportation. Taken together they involve social and economic considerations of the first importance. The overcrowding of houses in central sections of the city or town and the question of housing the working people in that area, at rents which they can afford to pay, emphasize the necessity of careful treatment of the entire problem of transportation. Where cheap and adequate transit facilities exist it is possible to relieve housing congestion by building out where land is comparatively low in price.

Five years hence the community will be exceptional where the local board of trade is not actively engaged in playing its part to promote comprehensive city and town planning schemes. Today, the chambers of commerce and trade organizations in Boston, Chicago, St. Louis, New Haven, Sacramento, San Francisco, Minneapolis, Cleveland, Newark, Akron and other cities have actively identified themselves with the city planning movements in their communities. To list the activities of these enterprising organizations in the civic life of their cities would be to catalogue all the civic virtues and list all the municipal activities.

In every live city and town the board of trade will be found coöperating with the municipal authorities and with other organizations seeking to promote the community welfare. The campaign inaugurated by the Minneapolis organization has resulted in housing reforms, and public improvement work which included the most important good roads movement ever undertaken. Its greatest work has been in coördinating all the forces of the city, social and civic as well as commercial and industrial, in the common task of making Minneapolis a model city in every way.

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The Galveston, Tex., Chamber of Commerce is the leading force in promoting civic development in that city. The work of the Greater Dayton Association in advancing civic development has been worth hundreds of thousands of dollars in the advertising that it has brought to Dayton as a progressive community.

It is largely because of the initiative displayed by the Chamber of Commerce of Lockport, N. Y., that the city manager idea has been successfully established in a hundred cities and towns throughout the country. It is a safe assertion that the various movements resulting in the adoption of the commission form of government, or in municipal reforms generally, originated and received their principal support from the business organizations throughout the country.

The resolution adopted last year by the convention of the National Association of Real Estate Exchanges, calling upon all local bodies to organize for the purposes of community development and community planning, is an evidence of the new interest in community building.

The work of the board of trade of Framingham, Mass., is particularly suggestive of what can be accomplished by an energetic trade organization in building up the town. In 1895, when the board was organized, business in Framingham was almost at a standstill. Since that time the board has located eight large new concerns that have built brick or concrete factories costing with their equipment more than $4,000,000. Four other concerns have bought vacant factories and enlarged and improved them, the whole giving employment to more than 6,000 operatives. The effect of the board of trade activity has been marked. The more than 200 vacant tenements that existed twenty years ago have been filled, and over 1,000 new ones built without meeting the demand. The population has increased from 8,000 to 16,000; assessed valuations from $7,000,000 to

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$16,000,000; and bank deposits from $600,000 to $5,000,000. The work of the board has been equally effective in promoting civic improvement, in securing new parks and playgrounds, better business methods in administration, better roads and schoolhouses, better housing facilities and in other ways that make a town a more attractive community, either as a place of residence or business.

Delhi, N. Y., with a population of 20,000, was a dying town until the Commercial Club undertook the task of putting it on its feet. Their program included Old Home Week, Buying in Delhi, etc. They hired a man to keep the town clean, planted shrubbery to hide unattractive spots, and took an active interest in securing appropriations for needed public improvements. The Chamber of Commerce of Olean, N. Y., is one of the largest and most active commercial organizations in any of the smaller cities throughout the country. It has established a producers' public curb market to help the farmers in the surrounding territory and to reduce the cost of living for Olean's citizens. Each fall it supports a grand civic celebration and makes a Mardi Gras feature successful at Hallowe'en time. These celebrations have proven of inestimable value in promoting civic patriotism.

Civic improvement and community development, whether in Walpole or in any other community, can be secured only through the growth of material prosperity. The needs of town planning and the cost of public improvements demand new sources of revenue. More business for Walpole is the solution. Walpole wants new industries, but they must be of the right sort. Mount Clemens, Mich., a small resort city, successfully solved a similar problem. Because of the character of the city as a place of residence, care had to be exercised in the selection of new industries. The local trade organization did not leave the matter to chance. A study was made of the industries that might be profitably

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located. The one thought most desirable was selected and a campaign to secure its location was successful. The city knew what it wanted and got it. No time or energy was wasted in blind searching.

That Denver, Col., has one of the most famous park systems in the country is wholly due to the activity of the local Chamber of Commerce. The Commercial Club of Clinton, Iowa, works on the theory that when the ideal of community development is attained, people will come there to live; that manufacturers will follow and that financial and industrial prosperity will be permanent. Carrying out this policy, it established cordial relations with the city authorities and has supported all work of public improvement, including the acquirement of a strip of land from 500 to 1,000 feet wide and about two and a half miles long, on the bank of the Mississippi River. This tract contains about 300 acres that is being developed with parks and playgrounds. San Francisco's Chamber of Commerce inaugurated the first street cleaning system in the city and maintained it at its own expense. Later it was turned over to the municipality. The housing survey and fight for the passage of an ordinance to compel the adoption of better housing methods conducted by the Chamber of Commerce of Sacramento is an instance of civic-commercial activity of the best kind. The Chamber of Commerce at Grand Rapids, Mich., conducts a campaign to induce manufacturers to beautify the surroundings of their plants. The Spokane, Washington, Chamber of Commerce has recently prepared a most comprehensive program of development and general activity based on municipal coöperation. The Atlanta, Ga., Chamber of Commerce is directly responsible for a city bond issue of $3,000,000, of which $1,000,000 was for extension of water systems, $600,000 for schools, $100,000 for a hospital, and $1,250,000 for the installation of a sewage disposal plant.

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The work of the Rochester, N. Y., Chamber of Commerce during the past five years has resulted in a phenomenal awakening among the business men of the city along the lines of civic pride. The municipal government has shown a genuine spirit of coöperation, the combined results being reflected in Rochester's industrial, philanthropic and commercial growth. The Houston, Tex., Chamber of Commerce followed up its work in having a city plan prepared by the purchase and distribution of books on planning and municipal improvement among those who might be especially interested, this practical educational work being intended to awaken enthusiasm in the carrying out of the recommendations embodied in the city plan. The chamber gets solidly behind every movement for public improvement in the city, conducts rose day campaigns, home garden contests, and has recently coöperated with the mayor and city government in the publication of a book dealing with the civic and commercial activities of Houston.

The Bexar County Farmers' Institute of San Antonio, Tex., maintains a coöperative real estate exchange as a feature of its civic development program. The Institute also supports an annual festival known as the *Fiesta San Jacinto*. The little booklet published by the Chamber of Commerce of the city of Cedar Rapids, Iowa, contains the following comment: "It profits us little to have a great city, if it is to be a huge mass of ignorance, sordidness, squalor and strife. Were mere numbers the chief object of our endeavor, then the very size of our city might be its shame, and its misery a menace. Such success is failure." That is the spirit which should inspire the efforts of every trade organization throughout the country.

Building up Walpole's industries is a problem to be handled just as we would handle the building up of a private business. No manufacturer will change his location until he knows that the town or city seeking him has the extra

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advantages or inducements that would make the change profitable. In like manner it would be unwise for the town to waste time or money in efforts to secure the location of industries without a clear knowledge of whether local conditions would be favorable for the location of a particular plant, or that the town would be benefited by its location.

Careful consideration should be given to the character of each industry sought and its effect on the community as a whole. It will not improve conditions in a high grade town to secure the location of industries employing large numbers of low grade help. The effect of such an addition would immediately be felt in a lowering of the community standards. On the other hand, the location of high grade industries must necessarily be beneficial to the town. The average earning power will be higher; also the average of intelligence among the working people. This means a higher standard of living and a better community in every way.

Much valuable suggestion may be derived from a study of the methods adopted in the making of industrial surveys in Minneapolis, Baltimore, Olean, N. Y., Springfield, Ill., Altoona, Pa., Portland, Or., New Orleans, La., Sioux City, Iowa, Buffalo, N. Y., Rochester, N. Y., Cincinnati, Ohio, Spokane, Wash., and Newark, N. J. The entire subject of promoting community organization from the commercial side is admirably treated in "Community Development" by Frank Farrington, which includes suggestions for the organization of commercial bodies, and for the building up of local trade.

Whether in Walpole or any other city or town, the first step toward attracting new industrial development should be the making of a careful survey. Find out just what the town has to recommend it as a place where business can be done profitably and efficiently, and where wage earners can live comfortably and happily, and determine what specific values can be offered in the way of sites or other

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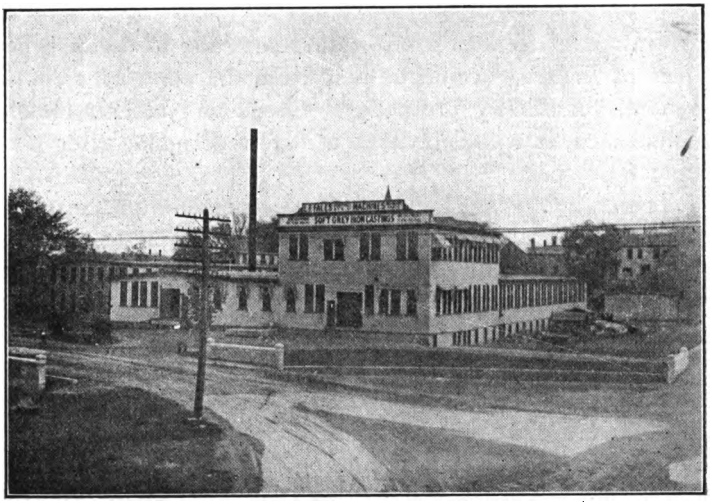
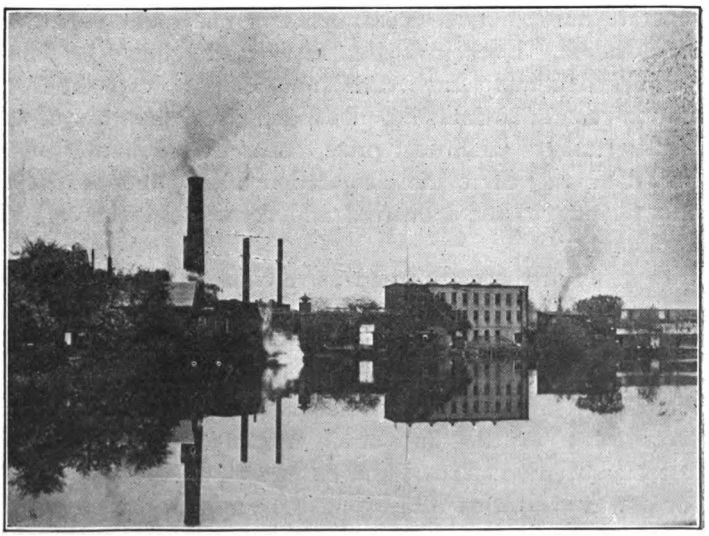


L. F. Fales Machine Shop, Walpole Center



Hollingsworth & Vose, Paper Manufacturers, East Walpole

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advantages. Next a study should be made to decide what lines of industry would be best from the point of view of general community prosperity. Goods and market clearly determined, it would then be a matter of going after particular prospects.

There should be readily available complete and accurate information relative to local conditions and industries already established. All plans should be based upon the idea of attracting new industries of the right character that are now entirely unrepresented in the town, or for whose products there is an actual demand. A study should be made of the products of every local industry with a view to discovering the possibilities of their development through the expansion of collateral lines. This would include lines that could meet the need for material or partly finished goods of use in one or another of the local industries. The industries of the town should no longer be regarded as separate units, but as departments in one great industrial organization. Every available factory site should be listed on a card index. Each card should show detailed information as to ownership, location, area, improvements, transportation facilities, price, etc. A similar system should be applied to the compilation of all other information relating to the industrial and commercial side of the community.

In many of the more progressive cities and towns, industrial development boards, financed by the local business organizations and coöperating with the municipal authorities and railroads, are acquiring land and developing tracts for factory sites. Work of this character could be executed successfully by the proposed Walpole coöperative real estate association. There can be no question of the service such an organization could render in building up the town. It would represent good business judgment to secure the stability of the working forces of the community by making

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it possible for them to live and bring up their families under pleasant conditions. Its work, as pointed out in other chapters, would be of special value to the town in securing land for future development and holding it until such time as it would be needed, thus saving the taxpayers from excessive cost of carrying out improvements. It would be equally serviceable in securing as residents of the town many wage earners now employed in Walpole but who are compelled, because of lack of housing facilities within their means, to reside elsewhere.

The possibilities of such an association in a town like Walpole are practically limitless. It is absolutely certain that within a comparatively few years private interests, or real estate promoters from near-by cities, will be busy developing the field for profit and wholly regardless of the community interests. It is a question whether the board of trade prefers to have that development treated in a manner that may be inimical to the best interests of the town, or that they themselves will recognize their responsibility to the extent of retaining control of a powerful town planning force through the organization of the suggested real estate association.

In the dozen years between 1900 and 1913 Walpole's manufacturing industries showed a striking increase. Value of product rose from less than $2,000,000 to $9,202,000. Invested capital quadrupled. The number of wage earners was tripled, and more than a million dollars was added to the yearly pay envelope of the people employed. Hundreds of small cities throughout the West are boosting themselves as industrial communities on the strength of a showing of product value much less than that of Walpole. What has already been accomplished in building up Walpole's industrial and commercial activities almost wholly without organized effort is the best evidence of what can be accomplished through the work of a board

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of trade devoted whole-heartedly to the task of future development.

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PART II

PLANNING FOR WALPOLE, MASSACHUSETTS

CHAPTER I

REPORT OF WALPOLE TOWN PLANNING COMMITTEE

The following is the report of the Walpole Town Planning Committee covering its work during the past two years. The summary charts included in this report show what has been accomplished in the town since the Committee's appointment, with recommendations covering a future town program of development and improvement.

What Walpole has accomplished by having a plan is only what any town of similar character might accomplish by having a similar plan.

In Part I, Town Planning for Small Communities, we have referred to many places that have been successful in accomplishment in different departments of community building. These references should prove suggestive to those interested and active in town work. This section of our report, Part II, published with it, showing what Walpole has done, furnishes practical examples of how some of the suggestions brought out in the chapters of Part I have been carried out.

The selected bibliography at the end of each chapter, with the list of state and national departments, and organizations and individuals who have made a study of the various problems of community growth, and from whom advice or assistance may be secured, we have included as

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helpful to the departments of the community federation.

The amount of literature available on every phase of community life is unending. It is unfortunate that this material does not get into the hands of those active in community work to whom it would be of the most use.

We submit the following brief summary of the work of this Committee, with a few definite, specific recommendations for immediate action:

This Committee was appointed by vote of the citizens of Walpole in March, 1913, with instructions to study the condition and needs of the town, and report as to what should be done to advance town interests. Our first step was to consult with the officers and committees of the town for the purpose of securing all available ideas and suggestions that would be of value to us in outlining our work.

The second step was to engage the services of Mr. John Nolen to prepare development plans and to make a report to the town. We are publishing his report in full. (Chap. II)

The plans which were prepared by Mr. Nolen, covering the development of town lands, were submitted to the administrative officers of the town, and, upon approval, were placed on file in the office of the selectmen.

In the Spring of 1914, a bulletin was prepared and a copy presented to each citizen in town as a preliminary report of the committee.

We reproduce the first page of this bulletin.

At the annual town meeting, March 14, 1914, the general plan upon which we have based our recommendations for physical development was accepted by the citizens as the official town plan to be followed as a guide in all future development.

At this same meeting the following article was passed:

"That the voters of the town instruct the Selectmen to refer to the Town Planning Committee for approval or disapproval all plans for the location, erection or alteration of public buildings in town and all plans for the laying out of new streets or alterations in widths, grades or extensions of existing streets, and instruct the Selectmen, when any plans are disapproved by

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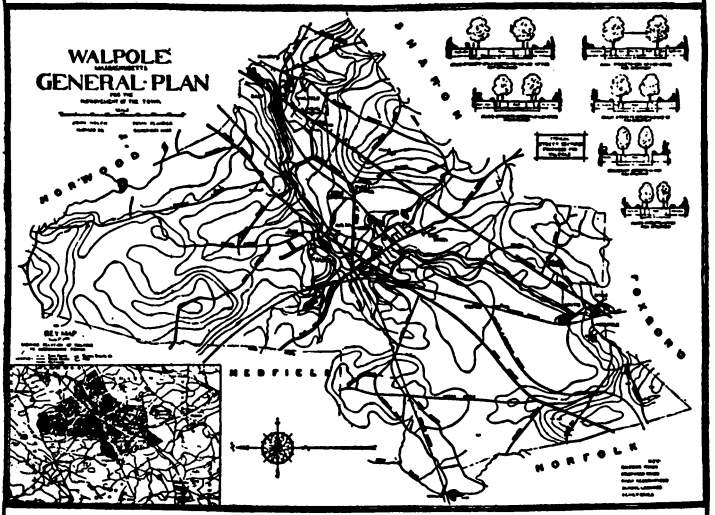
Walpole—*Plan Today for Tomorrow*



GENERAL PLAN

1. The original of the above plan has been placed in the Walpole Public Library with description as printed on the eighth page of this bulletin (turn over).
2. This plan can be adopted by the town now without cost.
3. It changes nothing at once. It is a plan for future improvement and development.
4. Why not make every step right as we grow and work to an ideal?
5. Let us to-day have the benefit of a well-planned town. Give the children of to-day and to-morrow recreation grounds, and the people to come, a town that has grown without crowding, congestion and slums.
6. Preserve the natural advantages and beauty of Walpole. As we grow — grow right. It can be done so easily.

First Page of 8-Page Bulletin Issued in 1914

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the Town Planning Committee, to refer said plans to the voters for action at a town meeting before executing such plans."

Reference to the summary report, Chapter III, will show that, in the past two years, many of the suggestions and recommendations included in Mr. Nolen's report have already been completed. The balance of his recommendations which have been approved have been included in the summary showing work under way. These recommendations which have not already been completed should be covered in annual town programs for immediate and future action.

In 1914, this Committee presented to the Street Committee of the town a definite suggestion that an engineer be engaged to make a detailed study of the roads and ways in town with a view to determining future development. This suggestion was adopted and the report of the engineer was included in the annual report of the Street Committee. We reprint the following extract from that report:

"In the matter of street widths no town way should be less than forty feet wide to allow for roadway and walks. Main residential streets should be from forty-five to fifty feet wide and business thoroughfares fifty feet wide or more. No street railway should be located on a street less than fifty feet wide when on the side, while a center location of track if single requires at least fifty-five feet and if double track at least sixty-five feet.

"These widths are not precisely those given by Mr. Nolen. They are for street utility and do not allow for the wider space for tree ornamentation. I see no reason for not approving in the main Mr. Nolen's sections.

"In regard to his table of street widths I feel, however, that the question of how wide certain streets should be made must be left much more nearly to the immediate demands on streets where over fifty feet width is intended.

"The great expense of taking and constructing wide streets makes it a great burden to the tax payer, and a more gradual approach to far distant needs is easier. I should recommend that your town accept Mr. Nolen's street sections as types to be followed as closely as possible in future street widenings.

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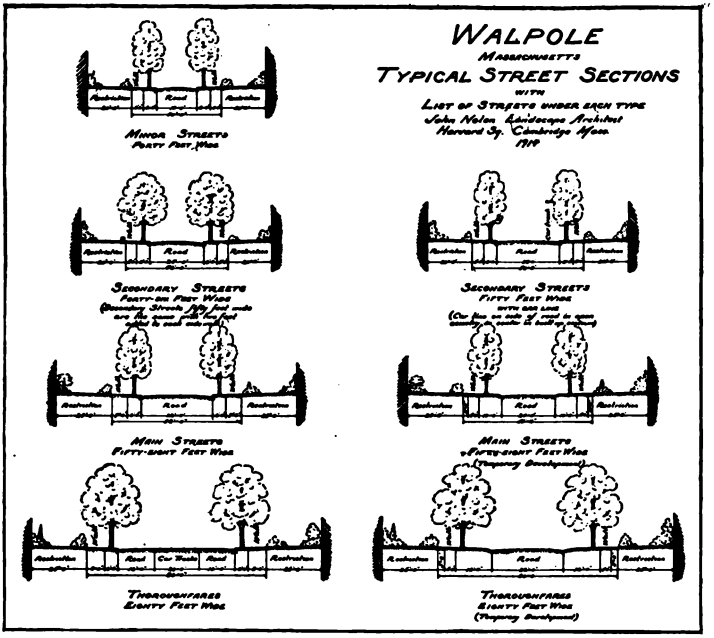

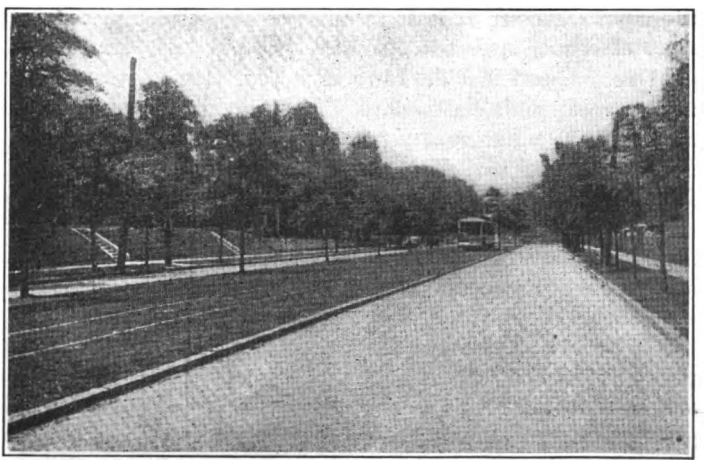

A Well Proportioned Street

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That hereafter no town way be laid out less than 40 feet wide. That for all other ways which require a greater width than 40 feet the question be left open until the time for widening actually arrives.

"For all streets which are now laid out, the reëstablishment of existing lines is clearly obligatory on the town or county as the jurisdiction lies. You can have this done on request. You go farther, however, and ask for widenings in almost every instance. Such widening implies procedure as has already been set forth, and expense. If a county way is considered, the expense of laying out will be borne by the county, but the Commissioners will set a definite time for construction and demand that the widening be done within a fixed period. While the county will contribute some sum towards the cost, the major portion of the expense must be borne by the town. There are 28.21 miles of county ways in Walpole as has been before noted. Of these about 7.3 miles are very old streets and the lines are more or less indeterminate. The widths laid out are generally 33 feet or two rods. The Commissioners will determine the bounds at 33 feet without expense to the town. If widened, however, the cost will be considerable. Of the remaining 20 odd miles there are at least 12 miles to widen, making in all 19 miles of county streets to change.

"I recommend that the town each year take up a portion of these streets with the county. The Commissioners have the claims of the other county towns as well to consider and will undoubtedly feel that they cannot devote too much to Walpole. I should pick out each year as much as the town feels they can afford to take in hand and devote their attention to that portion. The town can of course under the concurrent jurisdiction make their own widening and by paying for land taken hold the widening. The town must in this case act independently.

"There are 25.54 miles of town ways in Walpole. The plan calls for widenings and straightenings of about 25 miles. This matter is in the hands of the town wholly. The cost of preparing plans and takings ready for the town's action is about $150 per mile. I recommend that the town take a certain amount each year to widen, straighten and put in shape.

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"The cost of either construction or securing the land must of course be met in addition to the cost of engineering given above. Whenever there is a laying out of a street the selectmen should lay out under the betterment act to secure the opportunity for assessments.

"On such streets as it appears that the town's interest in future widening is best served by defining a building line, this should be done, and in general on new streets this should be enforced.

"I also strongly recommend the acceptance of Chapter 191 of the Acts of 1907 which makes the selectmen a board of survey for the town. In no way have certain sections of some towns been more injured and a subsequent expense been brought on the town than by the operations of real estate agents who cut land into small cheap lots and located streets without regard to any uniformity of layout or expense of future construction. The result is far from satisfactory and any control which the town can exercise should be made available.

"The remaining question is the cost of a general map showing all streets in the town prepared to a reasonably accurate scale. Such a map on a scale of 400 feet per inch showing all streets and also lists of streets with widths, jurisdiction and lengths can be made for $150.00. I believe such a plan would be of general use in many ways."

The following definite recommendations of the Committee were submitted to the citizens at the March, 1915, meeting and were accepted:

1st. Secure to the town the benefit of concurrent jurisdiction by accepting Section 58 of Chapter 48; the Building Line Act, Section 103 of Chapter 48; the Betterment Act, Sections 1 to 8, Chapter 50; the Reserved Space Act, Section 85, Chapter 48; and the Board of Survey Act, Chapter 191, Acts of 1907. This will give your town full authority to act as they deem best in street matters.

2nd. Adopt a policy of accepting no street less than 40 feet wide in the future. Arrange to take up all town streets in a systematic way to definitely establish bounds and lines so that eventually the entire town is covered. Appropriate each year a certain sum to carry out this program.

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Appoint a permanent committee to assist the selectmen in determining the streets to be considered and the treatment to be adopted. Have a general plan of the town prepared as an index map of all streets. Provide that all adopted street layouts shall be shown on plans of a uniform size and form so they may be indexed and filed in a proper manner for ready reference. This to apply to streets already laid out as well as future changes.

The adoption of a sum of $1,000 per year for the purpose of bringing the town ways into a system of systematic laying out with proper maps and plans would in five years put the town in possession of a complete set of definite alignments such as is now required by law.

The situation as regards the status of widenings where made would depend on the further action by the town to secure the title to any lands taken by widenings. If the Betterment Act is utilized the damages may be made to offset betterments. In many cases the land for widenings may be secured by gift from abuttors. A plan of this kind carried out by a strong committee advisory to the selectmen who alone can give the final authoritative decision under the law will, I am confident, work most satisfactorily.

Regarding county ways, if the aid of the county is sought, it must likewise be gradually consummated. The fixing of the lines of county ways, if widenings are intended, must be of such a graduated rate of progress as will not unduly call on the county for more than the town's just share if the greatest results are to be realized in county contributions. These widenings will call for reasonably prompt construction by the town if the county contribute. The county may lay out lines for widening without contribution if the town bear the expense of acquiring the land or the town may act independently under the concurrent jurisdiction clause.

The street appropriations made annually should if possible be devoted in part to the permanent improvement of certain sections. It is better to do a certain amount of street work in a permanent manner than to spread over the town a thin sprinkling of patches of no enduring nature. A certain amount

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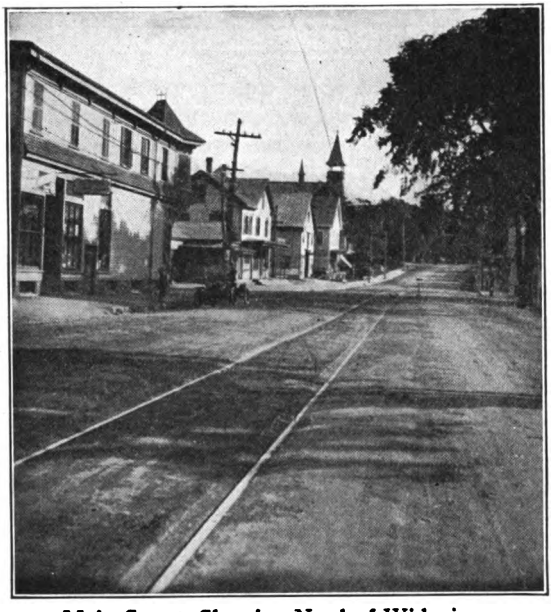

Main Street, Showing Need of Widening

Washington Street, East Walpole. Present Width 49 Feet. Example of the Crowding which Is Piling Up Bills for the Future. Proposed Width 60 Feet, with a 10-Foot Building Line.

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of repair must be done to make the streets safe and passable, but beyond this the appropriation is best used towards sections of permanent improvement.

The advisory street committee suggested would be of assistance in this matter. All such permanent improvements should be laid out to proper grades.

Upon the recommendation of the Street Committee, the town appropriated the sum of $1,000 last year and again this year for the purpose of making needed survey of town roads and ways. It is expected that an equal amount will be appropriated each year for the next three years. If this is done, the town will in the space of five years have every existing road definitely surveyed and its width and building line determined. The action of the citizens in voting to employ, permanently, a competent civil engineer, will result in reducing the cost of this survey work, as a portion of his services would be applied in that direction.

The Board of Selectmen, which also acts as a Board of Survey as a result of the acceptance by the town of the "Survey Act," Chapter 191 of the Acts of 1907, assisted by the Street Committee, has effected, during the past year, the survey of the following streets: Common Street, from Kingsbury's Corner to Massachusetts Avenue; High Plain Street, from East Street to the Sharon Line; Peach Street, from High Plain Street to Washington Street, and Pleasant Street.

The Board has established building lines on Union Street, from Washington to Pleasant Streets and on Common Street from Kingsbury's Corner to Massachusetts Avenue. Preliminary hearings were held on building lines on Washington Street from the Square to Short Street, and on Hemlock Street, East Walpole.

Plans have been prepared for the development of Common Street from Washington Street to Guild's Corner, and East Street from Short Street to Washington Street. A petition for the widening, rebuilding and resurfacing of Main Street has been entered, and has been accepted by the County Commissioners.

At the town meeting this year, it was voted to resurface Main Street through Walpole Center. The importance of

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Main Street as a state highway has induced the State Highway Commission to take over that part of the work of widening and construction which the town is unable to care for this year. It is planned to have this work start at once. When it is completed the congestion due to automobile traffic, evident on Sundays and holidays, will be relieved.

With the widening and reconstruction of East Street and the similar improvement of Main Street, the town should not need to consider any other expensive widening or reconstruction until there has been further development.

This Committee has repeated many times that it is most important that building lines be established. In doing this, it is not necessary that the actual widening be made. It will, however, provide a framework upon which the town can build, and by which unfortunate conditions of congestion can be prevented. Building lines are more important for future street development than any present widening or construction.

It is imperative that when streets are surveyed the typical section plan, showing standard streets, should be followed specifically. It is essential to future development that sufficient planting space for street trees be provided, and also adequate sidewalks and building lines. We believe that the Street Committee could prepare an annual street construction plan covering the gradual and advantageous improvement of all town ways.

For a town of the size of Walpole, a gravel road, properly oiled and maintained regularly with modern type of scrapers, should prove just as serviceable for many years as roads of more expensive type.

Under the present form of government the Board of Selectmen constitutes the Board of Survey. A street committee by vote of the town has been appointed to assist the Board of Selectmen in its work. The Town Planning Committee has given its recommendation to this Committee. In the future all matters relating to town roads and sidewalks will be referred to the Street Committee, as a clearing house upon all problems that have to do with street development.

The following charts are not final, and the streets have been arranged alphabetically. It is intended that those streets upon

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which immediate action is needed, irrespective of their position on this list, shall be first surveyed. The list, however, covers the establishment of permanent widths and building lines, and follows the accepted typical section plan. The charts indicate the yearly action which the committee recommends.

Washington Street is not included in this list, and its present width of fifty feet, through the center of East Walpole is quite inadequate for future needs. It is to be hoped that the width of Washington Street will be established this year, with adequate and reasonable building lines at sixty feet through East Walpole Center.

In the general street plan we have included recommendations for street extensions, the value of which, for town development, we wish to impress upon the Street Committee for their careful consideration. (Pages 275–277.)

Function of Planning Committee

The Walpole Town Planning Committee, in its relation to the administration of town affairs, enjoys neither executive nor administrative authority. It is created to serve as an advisory committee in all matters having to do with future town needs. As town officers and committees are necessarily occupied with immediate administrative work, it is impossible for them to give sufficient time to adequate planning for the future growth of the town. It is this function of planning which the Town Planning Committee exercises.

All plans prepared by the Town Planning Committee must be submitted to the town authorities for approval; but, by vote of the town, no action can be taken that would vitally affect the future development of the town, before referring such proposed action to this Committee.

In 1913, the Massachusetts Homestead Commission secured the passage of the following Act:

"Every city of the Commonwealth, and every town having a population of more than 10,000 at the last preceding national or state census, is hereby authorized and directed to create a board, to be known as the planning board, whose duty it shall

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WALPOLE STREETS — COUNTY WAYS TO BE RELOCATED

Year	*Street*	*From*	*To*	*Present width*	*Proposed width*	*Approx. length*
1915	Main St.	Common St.	State Highway South	50+	60	600 ft.
	Pine St.	Washington St.	South St.	40—	40	390 ft.
	Baker St.	Washington St.	Pleasant St.	33	40	4,110 ft.
	Plimpton St.	Main St.	East St.	33	40	3,860 ft.
					total,	8,960 ft.
1916	Fisher St.	Main St.	North St.	33	40	7,400 ft.
	Plain St.	Back St.	Medfield line	33	44	2,920 ft.
					total,	10,320 ft.
1917	Winter St.	Sumner St.	Norfolk line	49½	50	10,390 ft.
1918	Bullard St.	Main St.	Norwood line	40+	40	4,950 ft.
	Granite St.	Plain St.	Medfield line	40—	40	2,210 ft.
					total,	7,160 ft.
1919	Honey Pot St.	Main St.	Winter St.	40	40	1,630 ft.
	Neponset St.	Main St.	Lewis Ave.	20–28	40	480 ft.
					total,	2,110 ft.

Total approximate length 38,940 ft.

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WALPOLE STREETS — TOWN WAYS TO BE RELOCATED

Year	*Street*	*From*	*To*	*Present width*	*Proposed width*	*Approx. length*
1915	Beech St.	East St.	Railroad	30?	40	740 ft.
	Brook St.	North St.	Norwood line	33?	40	1,410 ft.
	Cedar St.	Main St.	West St.	30?	40	8,010 ft.
	Cemetery St.	North St.	Orchard Ave.	30?	40	1,380 ft.
	Clapp St.	Common St.	Stone St.	40?	40	1,020 ft.
	Common St.	West St.	Washington St.	50?	60—	
	Common St.	Washington St.	Railroad	60?	60	6,560 ft
	Common St.	Railroad	Washington St.	50?	50	
	Common St.	Washington St.	South St.	33?	50	3,830 ft.
					total,	22,950 ft.
1916	Diamond St.	Stone St.	East St.	25	40	3,190 ft.
	Ellis Ave.	Front St.	Neponset St.	30	40	470 ft.
	Front St.	West St.	Common St.	40?	40	920 ft.
	Gilbert St.	Pleasant St.	Sharon line	33?	40	5,080 ft.
	Gill St.	Main St.	North St.	33?	40	800 ft.
	Gould St.	Main St.	North St.	33?	40	3,370 ft.
	Grover St.	Mass. Ave.	Lake Ave.	40?	40	500 ft.
	High St.	North St.	Medfield line	33?	40	10,000 ft.
					total,	24,330 ft.

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1917	High Plain St.	Railroad	Sharon line	33?	40	7,160 ft.
	Prospect St.	Mass. Ave.	Lake Ave.	40?	40	500 ft.
	Mylod St.	Main St.	Norwood line	33?	40	1,830 ft.
	Norton Ave.	Main St.	School St.	30?	40	1,780 ft.
	Oak St.	Main St.	South St.	33?	40	2,520 ft.
	Peach St.	Washington St.	High Plain St.	33?	40	2,270 ft.
	School St.	Norton St.	Kendall St.	30?	40	510 ft.
	Rhoades Ave.	Washington St.	Walcott Ave.	35	40	1,160 ft.
	Spring St.	Main St.	West St.	33′	40	2,850 ft.
	Station St.	West St.	Elm St.	30	40	380 ft.
					total,	20,960 ft.
1918	South St.	Washington St.	Washington St.	33′?	40	6,250 ft.
	South St.	Washington St.	Common St.	33′?	40	8,780 ft.
	Sumner St.	Water St.	Norfolk line	33′?	40	8,280 ft.
					total,	23,310 ft.
1919	Summer St.	Coney St.	Norwood line	33′?	40	2,070 ft.
	Summit St.	Pleasant St.	Sharon line	33′?	40	1,690 ft.
	Water St.	Washington St.	Northerly	33′?	40	2,470 ft.
	West St.	Main St.	Common St.	60	60—	16,510 ft.
	West St.	Common St.	Railroad	40′	50′—	
	West St.	Railroad	Norfolk line	40–33	40′—	630 ft.
					total,	23,370 ft.

Total approximate length, 114,920 ft.

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be to make careful studies of the resources, possibilities and needs of the city or town, particularly with respect to conditions which may be injurious to the public health or otherwise injurious in and about rented dwellings, and to make plans for the development of the municipality with special reference to the proper housing of its people. In cities the said board shall be appointed by the mayor, subject to confirmation by the council, and in cities under the commission form of government, so called, the members of the board shall be appointed by the governing body of the city. In towns, the members of the board shall be elected by the voters at the annual town meeting."

An amendment to this law in 1914 made its provision apply to towns of less than 10,000 population, although compliance with the law was to be optional on such towns.

This act confers no definite powers upon planning boards. Several towns, Walpole among them, have taken steps to remedy this condition. A recent bulletin,[1] No. 2, issued by the Massachusetts Federation of Planning Boards, recommends the passage of special ordinances giving to town planning boards specific duties and authority in town development. The Massachusetts Federation of Planning Boards was organized in November, 1915, to assist the local planning boards throughout the state in their work, and to extend the influence of town planning. A special committee is considering future legislation needs.

With the necessary change in the form of our town governments, town planning would, automatically, become a part of all town government. If the council expert or commission manager form were generally in force it would be a very simple matter to organize planning committees under the council, with the support and advice of a state department of municipal affairs. Such a state department could be so organized that it might safely be entrusted with fairly radical control over the physical development of towns and cities. The support and assistance that a group of experts could render through a central state department of this character cannot be over-estimated.

[1] *See* Appendix XI, Massachusetts Federation of Planning Boards.

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It is highly important that the subject of town planning legislation receive consideration from every one interested in town planning. Recent legislation enacted on advice of the Town Planning Department of the Canadian Commission on Conservation, is most interesting and suggestive of what future legislation might include.[1]

In Chapter III we have published summary charts showing what has been accomplished and what is under way, or recommended for accomplishment. In these summary charts we have included some items among the list of accomplishments for which this Committee was only indirectly responsible. We have done this believing that a complete report on all matters bearing upon town planning would be of value to those active in the preparation of campaigns for future action. As these charts summarize the work of this Committee it is unnecessary for us to make any further report of what has been accomplished and what is recommended.

If we look back fifty years, and forward fifty years, with a little imagination and some vision, we must see that Walpole is destined to grow from a small town into a large one. If mistakes in the future growth of the town are to be prevented we must have plans.

It should be the interest of every citizen of the town to bring about as complete development as possible and that full advantage be taken of every opportunity toward the attainment of the ideal of what the town should be.

With the passage of time, altered conditions may demand changes or modifications of certain features of the general plan, but the ideal of complete and harmonious development should never be altered.

A community organization is the vital force that will prevent a town, as it grows, from becoming ugly and unhealthy. A reasonably safe and social program, consistently carried on from year to year, will accomplish wonderful results. It is expected that the Walpole Community Federation will be an effective force in community building.

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[1] *See* Appendix, Report of Legislation Committee Bulletin 3.

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It is essential, if the town is to progress, that attention be given to the problems of increasing town income, or revenue. We cannot carry out improvements, as needed, without the support that comes from material growth. The Board of Trade as the Industrial, Commercial and Residential Department of the Federation should be held responsible for a material program. It is essential that the town should have a district plan to prevent industrial and commercial growth from spoiling the residential sections. The recently organized Committee of the Board of Trade should give this matter thorough investigation.

With a street program under way, a comprehensive park system being slowly developed and playgrounds adjoining all our schools, we are ready to carry out a program of material development to bring new industries to Walpole, develop Walpole trade and, through the Walpole Coöperative Real Estate Association, develop the model housing and the residential possibilities of the town.

As the Community Federation develops we should have an effective force in every branch of community work. There is plenty of energy in the town, it is necessary only to bring it together. This can be accomplished through coöperation and education as to what the needs of the town are; the latter being based on facts brought together by a town research bureau connected with the Community Federation. Given these we may look forward to the accomplishment not only of a comprehensive program to stimulate industrial, commercial, residential and agricultural interests; but of a social and civic program making every step forward toward a more convenient and attractive town.

The Town Planning Committee is responsible for the plan for the future needs of the town. The Community Federation should be responsible for outlining the town program of action.

This Committee is ready at any time to meet any citizen wishing information upon town planning, or discuss any details of the work of the Committee. It is eager to receive suggestions from any one regarding town needs.

In our annual report to the town we recommend that six specific tasks be accomplished this year:

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1. Establish the width of Washington Street and Main Street and establish widths and grades on other streets.

2. Make additional appropriation to continue work of street survey.

3. Take up the gradual development of the park at the Center with a view to its complete development at the end of ten years.

4. Establish a town forest. An appropriation should be made to enable the town to take advantage of offer of land for site. Plans for development have been prepared.

5. Begin development of civic center.

6. Organize a coöperative real estate association. Committee of the Board of Trade has this matter under consideration and should push plans for organization.

Already much has been done toward carrying out these recommendations. It is hoped that they may be completed before the end of the year.

As a specific program for the ensuing year, we believe that something should be done toward carrying out each item in the following program:

1. Prepare district plan showing industrial, commercial and residential sections to prevent haphazard development, and outline a program to stimulate material growth.

2. Get one new industry for Walpole.

3. Bring about some good housing development under the direction of the Coöperative Real Estate Association.

4. Equip playgrounds and establish playground instruction as part of educational system.

5. Adopt model charter for new form of government.

6. Carry out annual program of street development and definitely establish width and building lines of required number of streets to carry out this program.

7. Especially establish 60-foot width on Washington Street through East Walpole Center.

8. Start movement toward advancing agricultural interests of the town, assisted by the Norfolk County Agricultural School, which, largely through the efforts of the Board of Trade, is to be located in Walpole.

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9. Complete organization of the Walpole Community Federation.

Respectfully submitted,

C. S. BIRD, JR., *Chairman.*
M. F. MCCARTHY
G. W. TOWLE, JR.
W. J. W. WHEELER
G. H. KINGSBURY

Walpole, Mass.
July, 1916.

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CHAPTER II

REPORT OF MR. JOHN NOLEN

I. The Walpole Villages

Until recent years, Walpole has been primarily an agricultural community, with its people scattered over a wide area, the houses located along the main roads, and the land between these roads used for farms, pastures and wood lots. However, since the earliest times, some use has been made of the power of the river, first for saw and grist mills, and later on for factories; and this, with the local trading and general business, has developed the three centers that are so noticeable in the plan today: Walpole Center, East Walpole and South Walpole.

Walpole Center is the actual center of the town, geographically, and is very near to the center of population; and with the Town Hall, Common, principal stores, and the best train service, forms the hub about which the life of the town revolves.

Plans have been made in detail for Walpole Common, showing location for a new Town Hall, and some general rearrangement about the Square.

The most important change is the proposed location for a new Town Hall, which the growth of Walpole will soon make necessary. If placed at the junction of Main and Common Streets, as recommended, it would have the most commanding site in town. Main Street is shown widened and straightened from East Street, east to about 400 feet beyond Front Street. Stone Street and West Street are also to be slightly widened. The private way running from Main Street to East Street should be widened before it is accepted as a new street. The plots composing the Common are shown redesigned, to give more use of the area and a better relation to the surrounding streets. A new location for the Post Office is suggested, and the corner of Main and Stone Streets should be reserved for

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a future Fire Station, the present site of the Fire Station and Town Hall to be sold for business blocks. Around the Mill Pond there would be a park, as part of the chain of town reservations running up the river valley. A new school site is provided, opposite the present Stone School. Stone School grounds themselves are enlarged, the area north to be a meadow-like park. The plan for the Center shows also a new location for the Railroad Station, much more directly connected with the Center.

EAST WALPOLE, at the extreme east of the town, is the second important focal point. Its importance is in a great measure due to the factories here located, but it is also due to the fact that it is a sort of gateway to the east through which all traffic must pass that is bound for Norwood, Canton, Stoughton and Sharon from Walpole Center. At East Walpole is also the terminal of the Boston Elevated line to Forest Hills. At present the East Walpole Square and station grounds appear in some respects disorderly and unkempt, largely because of the lack of definition in the various units composing the Square. The sidewalks should be curbed, the grass areas definitely established and protected, and the lines of drives and walks made more definite. By such improvements as these, an attractive center can be formed. Washington Street should be widened to 60 feet, and Union Street and East Street should also be widened. The new street opposite the railroad station is proposed as a connection with Neponset Garden Village.

The tract of town land between Washington Street and the Bird School is large enough to treat in a park-like way. Thus, it can serve the two purposes of neighborhood park and playground. The low land along Washington Street is already being graded, and will be used for a ball field for the larger boys, and on special days for the big games. The hollow is now used for baseball by the smaller boys, and would continue to be so used. The upper land to the west could be best developed with sand courts, swings, shelters, etc., for the little children. On the east side a large open field would furnish space for all kinds of games, for a large number of boys and girls. The knoll in the center of the property could be planted with trees, to

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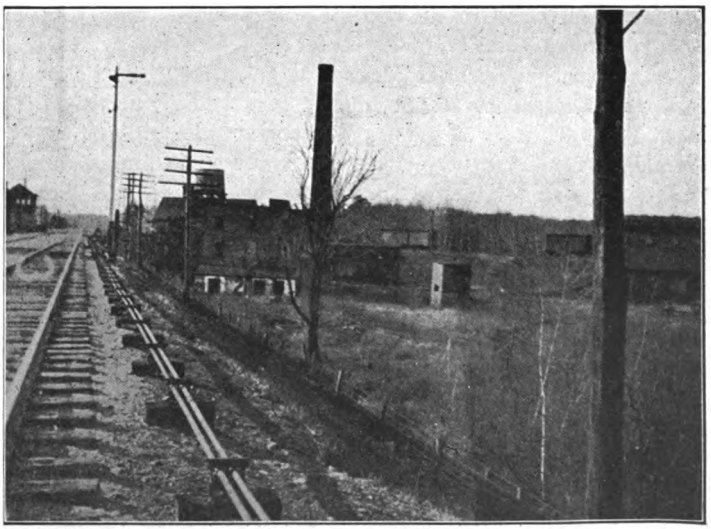
Station, East Walpole. Need of Development



Recommendation for a New Station in Walpole Center on Mill Side of Track

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form an open grove, and a band stand erected for outdoor concerts and meetings. A proposed entrance is shown connecting with June Street, and by future acquisition the playground is shown extended to Bird Street. The boundary of the entire property should be well planted with a variety of trees and shrubs, separating the playground from the surrounding houses and making it more attractive from within.

Plans have been made for the Bird School grounds as an illustration of proposed development of all the school grounds in Walpole. To get the full return from school property, the grounds should be as carefully planned and equipped as the school buildings. The space in front of the buildings is shown conveniently laid out with paths, grass, and planting, in order to give the schools an attractive setting. The back areas and the lower level are to be developed as play areas, with swings, sand boxes, baseball and basketball spaces, etc., to furnish exercise and enjoyment for all ages of children, both boys and girls. A shelter, seats, and bubble fountain should also be provided.

South Walpole is on the southern boundary of the town, and although small, is an important center. Its easy connection by trolley with Walpole Center and Foxboro makes it a pleasant and convenient residential neighborhood, and its stores form the local supply depot for the surrounding farms. Like East Walpole, it is a gateway through which all the traffic from Mansfield, Attleboro, Plainville and Foxboro must pass.

A detail plan for South Walpole has been made, and is herewith submitted. The preservation of this already beautiful old center should be a part of the general plan of town improvement. The present Green is shown carefully preserved, and the surrounding streets are given true and uniform lines, making the whole area more orderly. Summer Street, Neponset and Water Streets are all shown somewhat widened to meet future needs. The present dangerous corner at Washington and Water Streets is shown rounded off and made as easy as possible. The Fire Station should be replaced by a new one located as suggested, where it would add to the good appearance of the Square. Improvements are recommended in the railroad station approach, and a park along the river is shown. This

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would serve the needs of the people of South Walpole, and be an organic part, and a good termination of the proposed Neponset Valley park system.

II. Town Reservations

At the present time there are no doubt many people in Walpole who do not appreciate the necessity for the acquisition of park lands. All about the town there are beautiful ponds, brooks and natural scenery, for the most part free to all, but of course all owned by private individuals, and their use for walks, picnics, fishing, etc., is only by the courtesy of the land owners, and may at any time be prohibited. As the town grows and the population increases, there is a greater and greater demand upon these areas for recreation and pleasure, and a corresponding reduction in the areas available. Again, there are many spots today that are wonderfully beautiful, which tomorrow may be rendered unsightly by a development entirely out of keeping with the landscape, but done for private gain. By such development I mean the opening of a sand or gravel bank, the cutting off of woodland or the draining of ponds, not to mention the unpleasant effects produced by the introduction into natural scenery of cheap tenements, poor factories or other ill designed buildings.

The only way to insure the continuance of these beauty spots, even for the present generation, is by the actual ownership of them by the town. There is also another reason for their acquisition. In many cases the land in question is low, unfit for building purposes, indifferent for factories, and very difficult to drain or sewer. Under these conditions, unless the land is held for public use and recreation, its future is open to two courses: either it becomes a dump and remains not only unsightly, but a menace to health and property for years, or it is built up in the cheapest and meanest possible way, forming the beginnings of a future slum.

Walpole should adopt early a definite policy of acquiring land for park reservations. The Neponset River flows through the town from one end to the other, passing on its way the three centers of population. This river, with its ponds, is the dom-

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inant topographical feature of the town, and its shores should be acquired to preserve for all time its natural charm. The Neponset in Walpole has nearly reached its maximum use as a factory stream, both in regard to power and to water supply, so that its banks are no longer needed for factory purposes. These takings need not be extensive, but should be wide enough to allow for walks and a drive on either side with sufficient space for planting along the shore and between the walks and drive. They should also include any special natural features that there may be in connection with the banks, such as ledges, groves, or ravines. An average width for such a parkway would be about 100 feet on either side of the stream. This river parkway, with its ponds, extending from South Walpole through the town to Bird's Pond, would be a magnificent asset to the community, and would form a strong chain connecting the other parks and tying the separate units into a connected whole.

Morey's, Diamond and Clark's Ponds are all beautiful little sheets of water, with well wooded shores that should at once come under the town's control. Another spot of particular beauty and of a different nature is the heavily wooded land to the west of Stetson's Pond. These woody slopes extend back and form a connection with the woods about Morey's Pond and are almost an unbroken forest. Next to the river and ponds, they are the most striking natural feature in Walpole, and their preservation should be a duty. Treated as a forest reservation and rightly handled, this tract could be made to pay well, in addition to its use as a public recreation and picnic ground. The brook valley above Clark's Pond is shown included in the park system, as this stretch is to form a link in a larger park scheme extending into the neighboring towns.

In the Center it is proposed to take the low land between Stone, East and Diamond Streets, and transform it into a park for recreation purposes. The land would be drained and graded to prevent flooding, except in definite areas, and would be a big play meadow for ball, field hockey, tennis, and such games as require lots of room, and in winter the flood areas could be dammed and used for skating, hockey and polo.

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Powder House Hill is now a very ugly looking gravel bank intruding itself upon all who arrive by train, and giving to the people who pass through on the railroad a very undesirable impression of the town. In private hands this condition would probably always obtain, but if acquired by the city it could be controlled, and the removal of gravel follow some definite plan that would ultimately leave the property in good shape. Trees and shrubs could be planted so as to screen much of its present bareness. In carrying out this work the town could make use of the sand and gravel, not only for its own uses, but to sell. thus making the improvement pay for itself.

III. System of Streets and Roads

The modern street or road, even in the small towns, is a different affair from the old time country road. Formerly, almost everybody kept a horse, and traveling and business were done by team. There was very little call for foot travel, except right in the town centers, so a good dirt road, wide enough for two teams to pass, fulfilled nearly all requirements. Today, conditions are different. The manner of living, of travel back and forth to work, the introduction of trolley cars and automobiles, all mean a new and far greater demand upon the streets and highways.

In no single feature of town development can Walpole do more, by far-sighted planning, to meet the needs of the future, than in the improvement of the street and road system of the town, especially in providing a convenient scheme of circulation for main highways of adequate width. It is not necessary, however, to improve or develop any greater width than would be needed at the time.

It is recommended that the following changes be adopted:

1. Washington Street should be made a uniform width of 60 feet, and the roadway improved as to grade and surface.

2. Owing to the double turn in Common Street, the approach to Washington Street is dangerous and abrupt. An easement here should be made before the corner is built up.

3. A new street running from South to Main Streets, con-

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necting up the present dead end streets, and uniting them into a system.

4. Elm Street, the main line of travel from Walpole to Medfield, should have a greater width to meet future requirements.

5. A new street should be cut through from Elm Street to West Street, thus giving access to the new station, and making a straighter route west.

6. New street to form a better connection between Union and Coney Streets.

7. Plimpton Street should be widened and improved, as it is the only cross street in this vicinity.

8. East Street has recently been widened by the county. Further widening should be made to produce a good car line street.

9. New connections to make a through direct route from East Walpole to Medfield. Gould and Hill Streets should both be widened.

10. A new road through the low land would tend to unite South Walpole more closely with the Center.

11. Main Street, the automobile route from Boston to Providence, should be widened, to insure its usefulness in years to come.

Connections with neighboring towns should also be made. In taking up the matter of connections with neighboring towns, it is necessary to establish the objective points in Walpole to which traffic will be naturally drawn. Walpole Center is, of course, the local town center with its Town Hall and the Common; it is also the geographical center, and very near to the center of population. East Walpole is the second center of interest, and, because of its factories, forms a very important point for connections to the east. Much of the traffic from Canton Junction and Norwood comes through East Walpole to reach Walpole Center. The connection between East Walpole and the Center is fairly good, although somewhat indirect, going by way of Washington, East and Main Streets. East Street is very narrow, being approximately only 32 feet wide between property lines, and is decidedly inadequate for even a single car line street. The congested condition of this street has already been taken into account by the County Commissioners

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and plans have been made for widening it. The final street width should be about 55 feet, if it is to fully meet the demands that will be made on it in the near future.

The next point of importance is South Walpole, at the extreme southern end of the town. This is a small center, but a rather important one, mostly residential and agricultural in character. The Foxboro cars run directly through South Walpole from Walpole Center, thus making communication easy. The highway connection is also good by way of Common and Washington Streets. East Walpole and South Walpole are on the same long, straight street (Washington), and thus a flat triangle is formed with these three centers, Walpole Center, South Walpole, and East Walpole at the vertices. All the Foxboro, Mansfield, Plainville, and North Attleboro traffic bound for Walpole passes through South Walpole Center which acts as a sort of outlying gateway to the town.

To the north and west there are no important centers. At Highland, there is a small group of houses, but it is not an objective point; however, much of the travel between Walpole Center and Franklin, Medway and Millis passes this point. The highway running west from Walpole Center is very indirect, winding back and forth under and over the railroad. A good deal of this deviation was originally due to the topography, but the distance is lengthened considerably, and there are a number of dangerous turns where a curve and the passage under the tracks come into conjunction.

The important neighboring towns are as follows: Norwood; Canton Junction; Sharon; Foxboro-Mansfield; Plainville-North Attleboro; Wrentham; Franklin; Medway; Millis; Medfield. Brief descriptions of road connections between Walpole and these towns are given below.

Norwood. From Walpole, Main Street offers a good direct line of communication with Norwood, over a well built highway, on which is a trolley line. From East Walpole, there are two routes, Washington Street with the cars and Pleasant Street, which runs into Norwood on the east side. Both of these streets are direct, and apparently of sufficient width for the present traffic.

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Canton Junction. The connection with Canton Junction is made over Union Street from East Walpole, a somewhat circuitous route, explained, however, by the swamp along the Neponset. Should this connection become of enough importance, a direct road could be built across the swampy land similar in character to the Norwood-Canton Junction road. This would save about one and one-quarter miles.

Sharon. The cross country connections with Sharon are rather indirect, and should be improved; the improvements, however, are outside of the jurisdiction of Walpole, being located within the town of Sharon. The present route from East Walpole is over Coney Street, and is quite round about. A short cut from the corner of Union and Pleasant Streets to Coney would help the Walpole end very much. The Walpole Center connection with Sharon is by way of Allen's Corner and High Plain Road, thence indirectly to the railroad crossing. This way could be shortened by the construction of a new road cutting off the present detour northeast of Moose Hill. A slightly quicker line of communication serving a different section of the Center, could be established by using Common Street to the town line and then by opening a new road through the notch south of Moose Hill to connect with the existing road to the east.

Foxboro-Mansfield. From Walpole Center to Foxboro and through there to Mansfield, the line of traffic and the trolley follow Common and Washington Streets to South Walpole, from there running around Neponset Reservoir, and in to the Center. This road is adequate for the present demands, but the possibility of a double track trolley line should be considered and where necessary the street should be widened to meet the requirements of the future: especially is this true just beyond South Walpole. Here and also near the junction of Common and Washington Streets are very dangerous curves. These should be eased off and made perfectly safe: the South Walpole one can probably best be remedied by widening; the other by a new street location west of the present intersection.

Plainville-North Attleboro. Washington Street, the long straight street once used as a coach road, continues through

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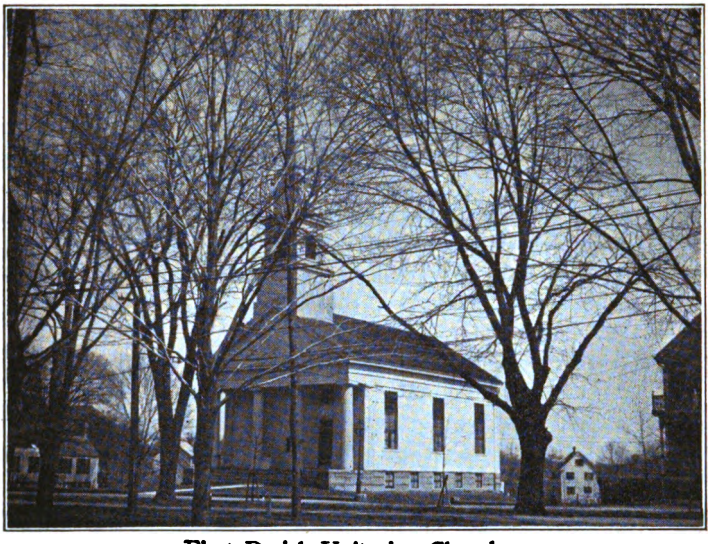
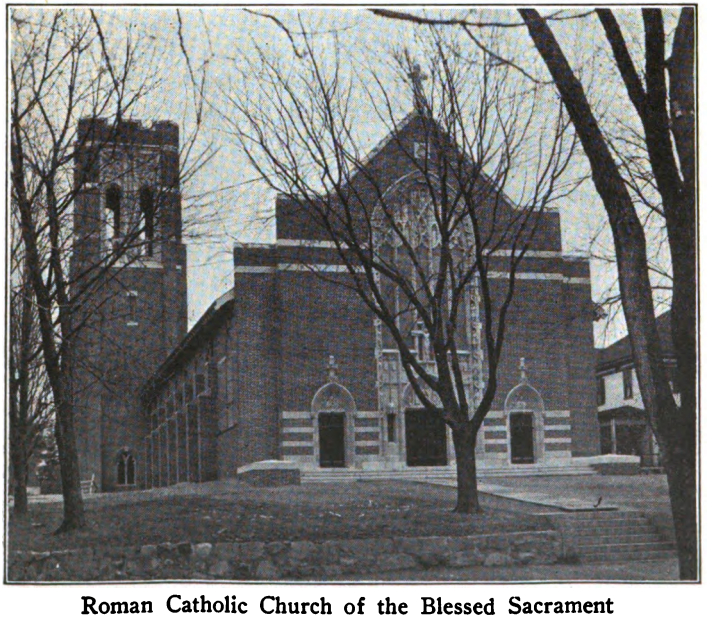


First Parish Unitarian Church



Roman Catholic Church of the Blessed Sacrament

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South Walpole directly on to Plainville and North Attleboro, the connection with Walpole Center being over Common Street from Washington. Beyond South Walpole this road should be improved and put in as good condition as the Walpole end of the way.

Wrentham. Main Street, which passes through Walpole Center, is a state highway, and the road most used by automobilists between Boston and Providence. Wrentham is on this highway, so that the connections in this direction are all that could be desired.

Franklin. West Street is the Franklin route from Walpole Center and as far as Highland is, as we have noted, very winding, but from there on, the way is fairly straight, picking up Norfolk and City Mills on the line. The first part of the route should be carefully studied with a view to shortening the distance, and to the elimination of the numerous crossings of the railroad.

Medway. The road to Medway is the most indirect of any of the neighboring town connections. Not only does it follow the windings of West Street between Walpole Center and Highland, but beyond it is even more round about, the crow line between the two centers being about 7¼ miles, the distance by road something over 9½ miles. To straighten out this route would require the improvement of West Street and a number of new connecting links joining up the existing roads within the town of Medway.

Millis. The road to Millis from Highland is quite direct, so that with the improvement of West Street, a very satisfactory connection can be established in this direction.

Medfield. Elm Street forms a direct connection between Walpole Center and Medfield, and is of sufficient width to meet the present requirements. It is, however, only a question of time when a car line will be built to connect the Walpole-Foxboro lines with the Medfield-Milford, Franklin trolley system. At present there is no cross connection south of Norwood. Elm Street would make a location for such a cross country line, but if so used should be widened. From East Walpole it would be advisable to establish a direct cross line

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to Medfield. This would require the building of a number of connecting links, joining up East, Plimpton, Gould, and High Streets into one continuous highway, skirting the railroad from East Walpole and then cutting straight across to Medfield.

On pages 275–277 is a summary of the streets in Walpole, giving information with regard to the existing and the proposed widths.

IV. Points of Special Interest

SUMMARY [1]

1. New street to form a better connection between Union and Coney streets.

2. East Walpole Center. For proposed arrangement of Station grounds and square near Post Office see detail plan.

3. New Playfield to be built at East Walpole.

4. Reservation for park purposes of the shores of Bird Pond.

5. East Walpole Playground, for which plans have been made, and the work already started.

6. Bird School. Plans have been made for these grounds, showing a compact arrangement of this area.

7. Plimpton Street should be widened and improved, as it is the only cross street in this vicinity.

8. East Street has recently been widened by the county. Further widening should be made to produce a good car line street.

9. Reservation about Plimpton Pond as part of the parkway system along the Neponset River.

10. The new brick school has just been finished. It occupies more space than the old wooden building, and the next step is to enlarge the school grounds.

11. New connections to make a through direct route from East Walpole to Medfield. Gould and Hill Streets should both be widened.

12. Parkway along river connecting up the ponds and forming a complete chain up the valley.

[1] The numbers on the list refer to corresponding numbers on general plan. Many of these recommendations have been carried out as indicated in summary report, Chapter III.

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13. Changes in and about Allen's Corner have been shown on a detail plan. At present the turn from High Plain to East Streets is dangerous.

14. Washington Street should be made a uniform width of 60 feet, and the roadway improved as to grade and surface.

15. Parkway extension from Clark's Pond to connect with a proposed scheme running into Sharon.

16. Reservation about Clark's Pond, a beautiful small pond with well wooded shores.

17. Reservation about Diamond Pond, including the Pine Grove, much used now for picnics.

18. North School. The grounds will prove inadequate in the near future, and more land should be secured in the rear.

19. Low land between East and Stone Streets to be drained and made into a broad meadow-like park and playfield.

20. Reservation about Stetson's Pond, at least wide enough to insure the control of the shores for public use.

21. Stone School Playground should be made more attractive and equipped, in order to get the full advantage from the area.

22. The High School Grounds look very well from the street, but there are still big opportunities for interesting improvements in the back land.

23. The Plimpton School should have its grounds put into shape at once, and made to compare favorably with the new school.

24. Owing to the double turn in Common Street, the approach to Washington Street is dangerous and abrupt. An easement here should be made before the corner is built up.

25. A river bank parkway to be acquired to insure the beauty of the stream, and to keep the unbroken system through the town.

26. A new street running from South to Main Streets, connecting up the present dead end streets, and uniting them into a system.

27. Plans have been made in detail, for the Common, and location for new Town Hall, with general suggestions for arrangements about the square.

28. The plan for Walpole Center shows also a new location

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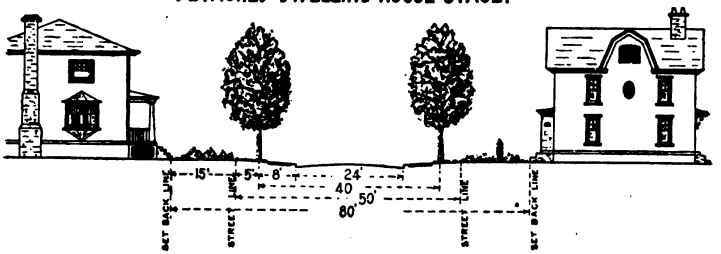
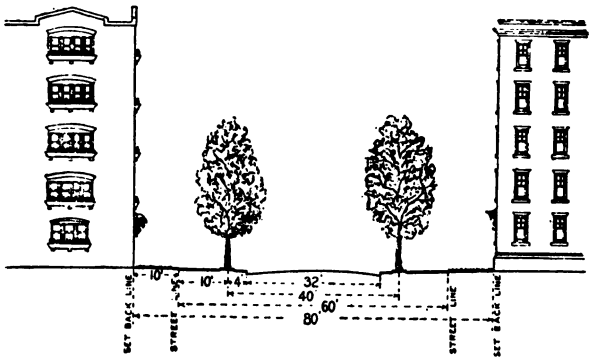
STAGES IN THE DEVELOPMENT OF AN 80 FOOT STREET AS INFLUENCED BY SET BACK LINES.

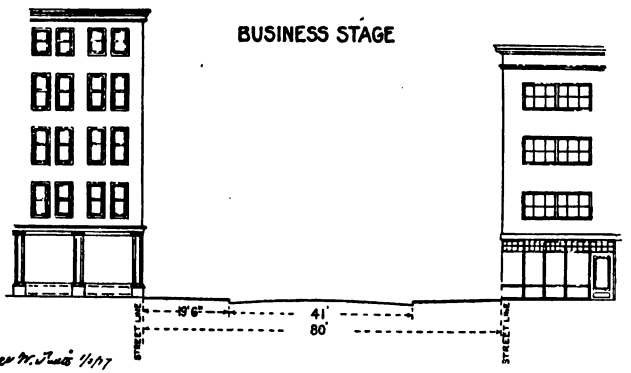
DETACHED DWELLING HOUSE STAGE.



APARTMENT HOUSE STAGE.



BUSINESS STAGE



Courtesy of the American City

The Reason Why Building Lines Are Needed in Early Development

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for railroad station, much more directly connected with the Center.

29. The Pine Woods, above Stetson's Pond running back to Morey's Pond, should be acquired, and might be treated as a forestry reservation.

30. Morey's Pond, a beautiful sheet of water, with well wooded shores, should be included in the park reservations.

31. Elm Street, the main line of travel from Walpole to Medfield, should have a greater width to meet future requirements.

32. A new street should be cut through from Elm Street to West Street, thus giving access to the new station, and making a straighter route west.

33. Powder House Hill, now an unsightly bank, should be acquired, in order to change its character and because of the grand view from its top.

34. A new road through the low land would tend to unite South Walpole more closely with the Center.

35. A park strip should be acquired on both sides of the river to complete the chain of reservations from East and South Walpole.

36. South Walpole School ground is of good size, but needs development. The field should be shaped up for games, the grounds made attractive, and amusements added for small children.

37. A detail plan for South Walpole Center has been made. The preservation of this delightful old center is well worth while.

38. Sufficient land ought to be acquired about the ponds in South Walpole to form a park large enough to be a fitting termination for the parkway system running through the town.

39. Main Street, the automobile route from Boston to Providence, should be widened, to insure its usefulness in years to come.

Respectfully submitted,

JOHN NOLEN.

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Every Town Should Have an Annual Graphic Budget Exhibit

Courtesy of the American City

School Garden Planting, Harrisburg, Pa.

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CHAPTER III

SUMMARY CHARTS SHOWING: WHAT HAS BEEN ACCOMPLISHED, WHAT IS UNDER WAY, AND WHAT IS RECOMMENDED

KEY

BY an initial letter before each recommendation on the following summary charts, as shown in this key, we have suggested which department of the Federation might consider that recommendation as a possible feature in some one of its annual departmental programs.

KEY LETTER	DEPARTMENT OF FEDERATION INDICATED
A	Industrial, Commercial and Residential
B	Agriculture
C	Educational and Recreational
D	Public Health
E	Civic Affairs
F	Aid
	COMMITTEES OF THE FEDERATION
G	Finance
H	Publicity
I	Pageant
J	Choral

HIGHWAYS AND ROADS

ACCOMPLISHED IN WHOLE OR IN PART

(Recommendations from Mr. Nolen's Report in Italic Type)

1. *Typical street plan prepared and adopted.*
2. Street Committee Appointed.

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3. Report of Engineer on all streets and ways in town grouped as shown in table on pages 275–277.
4. a. Ten streets surveyed, marked and defined.
5. a. Maps and plans of seven town ways and roads made and filed.
6. a. $1,000 appropriated for surveying, marking, defining, making maps of all roads and ways. Similar amount each year for five years.
7. East Street widened, sidewalks constructed, permanent roadway built, trees planted.
8. a. Common Street, High Plain Street and Peach Street laid out.
9. a. Building lines fixed East, Hemlock, Common and Union Streets.
10. a. Grade lines established upon streets surveyed.
11. a. Betterment Act accepted to aid in street development.
12. a. Board of Survey Act accepted as aid to street development.
13. a. Reserve Space Act accepted as aid to street development.
14. a. Building Line Act accepted as aid to street development.
15. a. Concurrent Jurisdiction Act accepted as aid to street development.
16. a. 40 feet adopted as minimum street width.

(a) On recommendation of Street Committee.

RECOMMENDED OR UNDER WAY

1. E. *New street between Union and Coney Streets.*
2. E. *Widen and improve Plimpton Street.*
3. E. *Widen Main Street.*
4. E. *Extend road between East Walpole and Medfield.*
5. E. *Establish building lines on Gould and Hill Streets.*
6. E. *Rearrange roads at Allen's Corner.*
7. E. *Widen Washington Street 60 feet in East Walpole and establish building lines throughout.*
8. E. *Eliminate dangerous turn at Washington and Common Streets.*

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9. E. *New street from South to Main Streets.*
10. E. *Establish building line on Elm Street and widen later.*
11. E. *New street from Elm to West Streets.*
12. E. *New road from South Walpole to Center.*
13. E. *Establish building line on Winter Street and widen later.*
14. E. a. Fix building lines on all streets and ways in town.
15. E. a. Establish grade lines on all streets and ways.
16. E. a. Appropriate $1,000 a year for next three years to complete survey and mapping of streets and ways.
17. E. a. Make appropriation each year for street work.
18. E. a. Annual street appropriation to include sum for improvement in certain sections of town.
19. E. a. Street Committee to prepare program of construction and development of town ways covering recommendations for the next five years.
20. E. a. Program to specify amount to be done each year.
21. E. a. Plan county way development to insure greatest assistance from county funds.
22. E. a. Make full use of all laws in aid of street development.
23. E. Make use of Excess Condemnation Act.
24. E. Accept Chapter 146 of Acts of 1911 to control character of street fixtures.
25. E. Develop tree planting on streets and ways.
26. E. Take part in tree planting contest of Massachusetts Forestry Association.
27. E. Refer all street plans to Town Planning Committee for approval.
28. E. Secure agreement among property owners to forego damage claims on account of street construction, fixing building and grade lines.
29. E. Secure coöperation and advice of Massachusetts State Highway Commission.
30. E. Secure advantage of all laws relating to State Aid for street and road construction and maintenance.

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31. E. Make use of Chapter 237 of Acts of 1903 to prevent erection of unsightly poles.
32. D. Secure coöperation of individuals and organization in clean street campaign.

HOUSING

ACCOMPLISHMENT IN WHOLE OR IN PART

1. Organized the Walpole Coöperative Real Estate Association, Inc.
2. Preparation of plans for Garden Village development.
3. Active propaganda to awaken interest in the need of better housing.

RECOMMENDED

1. A. Employment of Secretary representing Walpole Coöperative Real Estate Association and other coöperative interests in town.
2. A. An inventory of all available land for residential purposes.
3. A. "Garden suburb" housing development for foreign population.
4. A. Construction of few model types of houses.
5. Development of Neponset Garden Village.

PARKS

ACCOMPLISHED IN WHOLE OR IN PART

1. Park Act accepted.
2. 35 acres of land added in the center of the town for future civic center, park, playground.
3. ¼ acre added to Plimpton School grounds.
4. 19¾ acres added to High School grounds.
5. Town forest and natural park with complete plan for development showing open air theater, swimming pool, established on 100 acre lot. 17,000 white and red pine and Douglas Fir planted. Commemoration monument erected.
6. ¼ acre park at Lewis Corner.

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7. Purchase of some property adjoining the Neponset River for future park development towards South Walpole.
8. Many of planting plans completed.
9. Fences erected at High, North and East Schools.

RECOMMENDED, OR UNDER WAY

1. C. *Reservation of Shore Road for park purposes.*
2. C. *Park reservation about Plimpton Pond.*
3. C. *River parkway forming complete chain of parks.*
4. C. *Parkway extension from Clark's Pond.*
5. C. *Park reservation about Diamond Pond.*
6. C. *Park and playfield between East and Stone Streets.*
7. C. *Reservation about Stetson's Pond.*
8. C. *Improve Walpole Common.*
9. C. *Include Morey's Pond in park system.*
10. C. *Acquire land at South Walpole for park system terminus.*
11. C. & A. Acquire all land required for future park development.
12. A. Coöperative Real Estate Association acquire and hold land until needed.
13. A. Secure legislation to permit of acquiring lands on lease and issue of bonds against donated lands.
14. E. Accept Betterment Act relating to park lands.
15. E. Accept Chapter 165 General Acts of 1915 conferring powers and duties of Park Commissioners on Town Planning Boards.
16. E. Make use of Excess Condemnation Act.
17. A. & C. Develop town forest by gradual steps.
18. A. & C. Develop Central Park by gradual steps.
19. A. & C. Plant grounds at Plimptonville Station.
20. A. & C. Induce railway company to improve grounds around stations.
21. E. Complete park development at Lewis Corner.
22. E. Encourage development of the Francis William Park in East Walpole.

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PLAYGROUNDS

ACCOMPLISHED IN WHOLE OR IN PART

WALPOLE CENTER

1. Playground at school center developed. Backstop and complete baseball ground. Drinking fountain installed.
2. Improvement to grounds for small playground.
3. Clearing for development of playground in 19¾ acre lot.
4. Ground cleared on 35 acre lot in front of Stone School for playground.
5. Ground seeded, gravel court built, drinking fountain installed, planting in front of George A. Plimpton School.
6. ¼ acre added to south of Plimpton School. Old building removed, cellar filled, rocks carted away and roadway constructed as shown on plan.

NORTH WALPOLE

7. ½ acre of ground added to playground. Fence erected about property, old cellar filled in, stones blasted, playground leveled, graded, rolled and seeded. Ground in front graded, seeded and planted. Baseball back stop complete. Ground plowed for school gardens.

SOUTH WALPOLE

8. Two acres of land added to playground. Ground graded, baseball field developed and backstop constructed. Planting plans carried out in part.

EAST WALPOLE

9. Grading East Walpole playground completely developed. Backstop, baseball field, grandstand, flag pole, drinking fountain, complete planting and fence with steel posts surrounding property, iron rail put up to guard shrubbery around baseball field all completed in last three years. Work under way on athletic track.

RECOMMENDED OR UNDER WAY

1. C. *Improve Stone School playground.*
2. C. *Complete improvement of land at rear of High School.*
3. C. Secure coöperation of associations and individuals in caring for parks and playgrounds.

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4. C. Equip playgrounds.
5. C. Appoint athletic and playground director.
6. C. Fence in South Walpole playground.
7. E. Develop playground in front of Stone School.
8. E. Complete athletic track on East Walpole playgrounds.

COMMUNITY

ACCOMPLISHED IN WHOLE, OR IN PART

1. Agreement on the part of the Directors of the Improvement Federation to need for reorganization of present Improvement Federation to community organization.
2. Published Bulletin: "Walpole Plan Today for Tomorrow."
3. Acceptance of Town Plan.
4. Organized 1920 Better Walpole Campaign under Federation.
6. Publish preliminary report on Town Manager form of government.
7. Organization of Choral Society under Federation.
8. Appointment of Pageant Committee to consider yearly town entertainment, under Federation.
9. Assistance to Boy Scout Organization.
10. System of exercises, planting of first acre of Town Forest by children of the town.

RECOMMENDATIONS

1. Establish town federation and community organization along suggestions included in last chapter of this report.
2. A. Establish Community House.
3. C. Make wider use of school buildings.
4. A. Make industrial survey.
5. F. Make social survey.
6. A-F. Promote coöperative societies.
7. A. Establish trade center.

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8. B. Develop rural activities.
9. B. Develop truck farming.
10. B. Develop intensive farming.
11. B. Establish packing and canning industry.
12. B. Accept law providing for agricultural school in Norfolk County.
13. I. Establish Town Orchestra.
14. J. Establish annual festival day.
15. C. Promote clean amusement enterprise, motion picture, etc.
16. C. Install gymnasium apparatus in schools.
17. C. Start playground organization under school department.
18. C. Promote folk dancing and play picnics.
19. B. Individuals donate use of land for gardens.
20. D. Secure filter beds and install sewer system.
21. D. Coöperate with the State Board of Health.
22. D. Establish milk regulations.
23. D. Extend school inspection.
24. D. Combine duties of school nurse and supervisor of attendance and appoint competent person.
25. D. Extend visiting nurse service.
26. D. Establish dental clinic.
27. D. Improve sanitary inspection.
28. D. Extend inspection service to all matters relating to public health.
29. A-H. Develop residential growth of the town.
30. F. Make housing survey.
31. F. Encourage copartnership housing plans.
32. F. Enforce building regulations.

GENERAL DEVELOPMENT

ACCOMPLISHED IN WHOLE, OR IN PART

1. Planting of library grounds partly carried out.
2. Planting of Bird fountain, Walpole Common, partly carried out.
3. Planting of High School ground completed.

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4. Planting of Plimpton grounds completed.
5. North Walpole School playground plan three quarters completed.
6. South Walpole School grounds developed.
7. East Walpole playgrounds nearly completed.

RECOMMENDED OR UNDER WAY

1. A. *Develop Civic Center.*
2. A. & E. *Develop South Walpole Center.*
3. A. *New location for railroad station at Center.*
4. A. *Improvement East Walpole station grounds.*
5. A. *Improvement of East Walpole square.*
6. A. *Removal of Powder House hill.*
7. E. Enact town laws to insure future development in conformity with plan.
8. A. Clause in deeds for transfer of lands to prevent injurious development.
9. A. Acquire all land for future development well in advance of needs.
10. A. Secure coöperation of steam and trolley railroads.
11. In program give precedence to matters of urgency.
12. E. Make use of Chapter 263 General Acts of 1915 as aid in general development.
13. A. & E. Establish zone system to control residential and industrial development.
14. E. Supervise factory location.
15. E. Improve condition of cemeteries.
16. A. & C. Promote development of home and school gardens through central organization. Make Walpole a real garden village.
17. C. Establishment of Home Garden Association and home gardens.

COMPLETED PLANS

Walpole Center

1. Walpole General Plan for the development of the town accepted as official town plan. Copies in Selectmen's room, Public Library, and filed with T. P. C.

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2. Typical section plan showing street standard. Copies in Selectmen's Room and on file with T. P. C.
3. Plan for civic center and for development in Walpole Center.
4. George A. Plimpton School grounds and playground development.
5. Plan suggesting location of future schools at school center.
6. Town Forest plan showing development of school playgrounds when needed, open air theater, swimming pool and other features.
7. Central park with playground development in front of Stone School.
8. Street surveys.
9. Planting plans listed below.

South Walpole

1. Study for improvement of South Walpole Common.
2. Plan for school ground and playground development, including planting.

North Walpole

1. Plan for school ground and playground development, including planting.

East Walpole

1. Development of Lewis Corner Park.
2. Development of 9 acre playground.
3. Improve Bird School grounds.
4. Study for improvement of East Walpole Square.
5. Plans and development of Francis William Park.
6. Prospective development Neponset Garden Village.
7. Prospective drawing for Neponset Garden Village.
8. Planting plans as shown.

PLANTING PLANS

PLANTING PLANS PREPARED FOR:

1. Walpole Public Library.
2. High School.
3. George A. Plimpton School.

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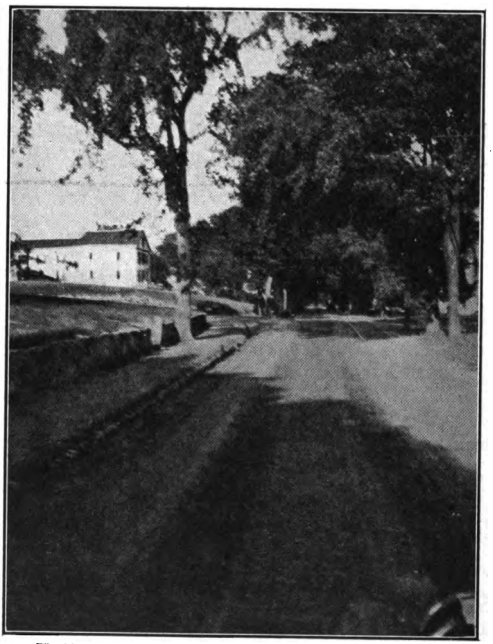
4. North Walpole School.
5. South Walpole School.
6. East Walpole School.
7. East Walpole playgrounds.
8. Francis William Park — in part.
9. Boy Scout building — in part.



East Street: Failure to Provide an Adequate Thoroughfare Means Today Sacrifice of Fine Trees in East Street Widening

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CHAPTER IV

REPORT ON TOWN GOVERNMENT

At the town meeting held March 1, 1915, the following article in the town warrant was accepted by the voters:

"Voted that the Town Planning Committee be instructed to make an investigation of the various forms of town government, submitting a report to the citizens of Walpole, together with their recommendations for a town government for Walpole, at the next annual town meeting and that the sum of $50.00 be raised and appropriated therefor."

On February 1, 1916, this Committee published a preliminary report which summarized the results of the commission manager plan of town government; our final report to the town will be postponed until we are able to make definite recommendations and submit a charter.

In this chapter we publish a chart showing the present organization of the government of Walpole and what it would be under a council manager plan.

In the following report we print a brief outline of the plan upon which this Committee is working. Before the next March meeting we shall submit our final report together with suggestions for a charter.

Outline of Municipal Development in the United States

COLONIAL PERIOD

Borough system borrowed from England.

Councilmen and aldermen elected for life, with few exceptions.

Mayor elected from among members of board of aldermen.

Included legislative, judicial, and administrative functions.

Limited in authority to local interests.

In practice developed "close" corporations that were largely self-succeeding.

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In New England, the town meeting form of government adopted. Free holders of town acted as deliberative body on all matters of town government.

Administrative duties vested in small board of selectmen and overseers of poor.

1775–1820

Select and common councils elected.

Mayor elected in some instances by councilmen; in others appointed by Governor of state.

Beginning of legislative control.

Beginning of veto power by mayor.

1820–1850

Change in election of mayors from election by council to election by popular vote.

Extension of the bicameral system of council organization.

At the close of this period property qualifications for municipal suffrage had almost entirely disappeared.

Functions of cities enlarged.

Permanent organizations for police and fire protection.

1850–1880

Extension of municipal functions in kind and degree.

Constant growth of special and partisan legislation for cities.

First effective measure to check legislative control.

Decline in importance of city council.

Tendency of government to disintegrate into independent departments without unity or harmony of purpose or action.

Development of mayor's authority. Limited power of removal and veto.

1880–1900

Marked advance in functions of cities.

Marked increases in municipal budgets to meet new demands.

Concentration of authority and responsibility in the mayor.

Power of appointment and removal of employees vested in mayor.

Improvement in fiscal systems.

Development of civil service for promotion of efficiency.

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Development of commission system for police control.
Legislation granting cities right to frame own charters.

1900–1915

Elimination of state and national party politics.
Development of commission form of government.
Adoption of initiative, referendum and recall.
Development of single council system.
Powers of city councils limited to legislative functions.
Increased authority and responsibility for Mayor.
Limitation of municipal indebtedness.
Wider powers granted by state legislatures.
Legislation providing for the adoption of special charters.
Increased power of local home rule.
Scientific study of municipal expenditures, revenues and debts.
Increasing tendency to employ experts as heads of municipal departments.
Development of budget systems for control of municipal expenditures.
Improved systems of municipal accounting.
Greatly increased scope of municipal functions and activities.
Extension of municipal ownership of public utilities.
Adoption of preferential voting system.
Adoption of the proportional representation idea.
Development of the city manager idea.
Adoption of the short ballot.
Absent voting system.
Development of system of city planning.
Closer relation between municipal government and local business interests.

Commission Government

The widespread protest against the inefficiency of our present form of government, and the need of establishing the welfare of the community on a firm basis, has led to a general movement, during the past few years, for reform in organization and in methods of administration. The inadequacy of the older forms of municipal organization, and the evils that were fostered under them, are summarized by William Dudley Foulke, in the Janu-

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ary, 1916, issue of the *National Municipal Review* as due to incompetent and unfaithful officers. He charged that one half of present city debts were the result of intentional and corrupt misrule. The introduction of state and national party politics into the municipal elections, and the political interference and dickering of state legislatures, have aggravated the evils of municipal management and made reform difficult.

The idea of limiting legislative interference in city affairs was applied to the state constitution of Missouri in 1875, through the granting to cities of the power to frame their own charters. Recent legislative action in other states has been based upon the principle of wider powers of local home rule in the granting of municipal charters.

The first definite movement which resulted in radical changes has been in the development of the commission government idea. The commission form of government may be said to have had its real beginning in the city of Sacramento. The Sacramento charter of 1863 vested the municipal power in a Board of Trustees made up of 3 members, elected at large. Each member was to serve as the executive head of a city department. The bankruptcy of New Orleans in 1870 resulted in the appointment by the governor of a commission of seven members; subsequently the commissioners were elected by popular vote. The need of improving the sanitary condition of the city of Memphis after an epidemic of yellow fever, combined with the fact that the city had used its borrowing power to the full limit, resulted in legislative action ending its existence, in 1879, as a municipal corporation and the creation of a tax paying district whose affairs were conducted by a small body of officers similar to the present day commissioners. After its recovery, the city reincorporated in its original form, its experience under a commission not having encouraged substitution.

The city of Galveston, Texas, might properly be called the first of commission governed cities as the form is now understood. After the great storm which on Sept. 1, 1900, almost blotted Galveston from the map, the city was found to be stranded financially. As the only means of rehabilitation, the city, in 1901, was placed under control of a commission empow-

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ered to administer its various municipal departments. The experience of Galveston resulted in the adoption of the commission government idea by the city of Houston in 1905. Fort Worth and Dallas followed in 1907. Since then two cities adopted the plan in 1908; 8 in 1909; 6 in 1910; 15 in 1911; 9 in 1912; 21 in 1913 and 3 in 1914. There are at present about 400 cities in the United States with some form of commission government.

The Galveston idea was the centralization of all municipal power. The Des Moines plan was the first to embody the principle of the initiative, referendum and recall; non-partisan nomination and election of officers; and the civil service regulation. Eighty-one of the 204 cities in the country with population in excess of 30,000 have adopted the commission form of government. The largest city now operating under this plan is Buffalo, with a population of 460,000, the system going into effect on January 1st of this year. Next in order are New Orleans, with a population of about 365,000, Washington, D. C., with 350,000, Portland, Ore., with about 260,000, and Denver[1] with about 250,000 inhabitants. In size, the commissions range from three to seven members. Salaries paid to commissioners vary from $500 a year in Jackson, Mich., to $7,000 a year in Birmingham, Ala., and their terms of office from one to four years.

The following statistics on Commission governed cities were compiled from Bulletin 118 issued by the Bureau of the Census,

City	Population Estimated for 1912.	Date of Adoption of Commission form.	Per Capita Net Debt.	Per Capita Expenditures for all govt. Costs.
Galveston, Tex.	38,716	1901	$113.24	$22.45
Houston, Tex.	86,316	1905	73.95	24.46
Fort Worth, Tex.	84,427	1907	59.25	35.72
Dallas, Tex.	102,690	1907	36.22	32.33
Des Moines, Ia.	91,785	1908	30.09	27.00
Haverhill, Mass.	45,665	1909	37.66	21.62
Average for 204 cities..			68.75	33.23
Average for cities from 30,000 to 50,000 pop.			38.12	22.41
Average for cities from 50,000 to 100,000 pop.			42.00	24.00
Average for cities from 100,000 to 300,000 pop.			44.61	29.81

[1] On June 1st this year Denver returned to old form of government by Mayor and City Council.

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under title *Financial Statistics of cities having a population of over 30,000: 1912.*

It should be noted that the rebuilding of Galveston figures largely in the net debt of the city. Also that the debts of great cities like New York are responsible for the high average of the 204 cities as regards net debt.

It will be seen that Haverhill's net debt figure is slightly above the average for the group in which that city would be classed. Both Haverhill and Galveston rank low in total cost of government. Des Moines is low as to net debt, but a trifle high as to costs. Houston and Forth Worth are considerably above the average in net debt; while Fort Worth is almost 50 per cent higher than the average in total costs. Dallas' debt figure is about 20 per cent below the average; while her showing for costs is about 10 per cent higher.

Although the true test of municipal government cost is not the amount paid but the value received; these figures would indicate that while Commission government has been a decided improvement over the old form results have not been entirely satisfactory in the matter of debt reduction or economy of administration. Critics of the system cite as weaknesses in the plan the following points:

Experience shows that the professional political element is still in control; in part at least because of universal suffrage.

Mistake to elect administrative officers.

Elective officer cannot be expected to be an expert.

Commission should be regarded as supervisory body.

Commission frequently out of touch with electorate. Self-succeeding, danger of becoming bureaucratic.

Election of commission without designation of duties results in random selection of commissioners for departments with which they are unfamiliar.

Not thoroughly representative of all interests in community.

Lack of harmony between commissioners and other officers.

Lack of administrative unity.

Civil service commission frequently controlled in matters of appointment. Sometimes overridden.

Commissioners should devote whole time to work.

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Recall provision makes it so easy to oust officials that voters become careless in matter of original selection.

The recall power may be used for trifling reason or as basis of political trading.

The Commission Manager Plan

Recognition of the fact that municipal government represents a broad problem of administration is responsible for the development of the city manager idea. Since its inauguration in Staunton, Va., in 1909, the idea has spread rapidly. Following is a list of cities and towns under the commission manager form of government, or where the manager plan has been adopted in connection with the existing form of government. The list is of particular interest as indicating the value placed on expert administration; the little town of Glencoe, Ill., with less than 2,000 population, paying its official manager a salary of $2,400. It is also to be noted that many of the cities and towns employ engineers as managers.

The Town of Norwood has the distinction of being the first town in Massachusetts to adopt the commission manager form.

MUNICIPALITIES UNDER CITY-MANAGER GOVERNMENT IN THE UNITED STATES AND CANADA[1]

(As Reported to Ossian E. Carr, Secretary City Managers' Association, Up to November, 1915.)

City.	Population 1910.	Date in effect.	Annual Salary of Manager.
Norwood, Mass.	8,014	1914	$ 3,000
Niagara Falls, N. Y.	30,445	Jan. 1916	5,000
Newburgh, N. Y.	27,805	Jan. 1916	6,000
Watertown, N. Y.	26,730	Jan. 1918	
Grove City, Pa.	3,674	1914	2,000
Titusville, Pa.	8,533	Dec. 1913	
Charlottesville, Va.	6,765	1913	
Fredericksburg, Va.	5,874		
Luray, Va.	1,218		

[1] From *Town Development*, March, 1916.

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	Population 1910.	Date in effect.		Annual Salary of Manager.
Portsmouth, Va.	33,190	Sept.	1916	
Staunton, Va.	10,604		1908	2,500
Wheeling, W. Va.	41,641	Jan.	1917	
Durham, N. C.	18,241			
Elizabeth City, N. C.	8,413	Apr.	1915	
Hickory, N. C.	3,716	May	1913	2,000
Morgantown, N. C.	2,712	May	1913	1,200
Thomasville, N. C.	3,877	May	1915	
Beaufort, S. C.	2,486		1915	
Rock Hill, S. C.	7,216		1915	2,400
Sumter, S. C.	8,109	Jan.	1912	3,300
Lakeland, Fla.	3,719		1914	2,100
Largo, Fla.	291		1913	600
St. Augustine, Fla.	5,494		1915	3,600
Johnson City, Tenn.	8,502	Jan.	1915	
Ashtabula, Ohio	18,266	Jan.	1916	
Dayton, Ohio	116,577	Jan.	1914	12,500
Sandusky, Ohio	19,989	Jan.	1916	
Springfield, Ohio	46,921	Jan.	1913	6,000
Westerville, Ohio	1,903		1915	
Alpena, Mich.	12,706	Apr.	1916	
Benton Harbor, Mich.	9,185		1916	
Big Rapids, Mich.	4,518		1914	1,500
Cadillac, Mich.	8,375	Mar.	1914	3,000
Grand Haven, Mich.	5,856		1914	2,500
Jackson, Mich.	31,433	Jan.	1915	5,000
Manistee, Mich.	12,381	Apr.	1913	2,000
Glencoe, Ill.	1,899		1914	2,400
River Forest, Ill.	2,456		1914	
Winnetka, Ill.	3,168	Jan.	1915	2,400
Horicon, Wis.	1,881			1,000
Bloomfield, Iowa	2,028		1912	680
Chariton, Iowa	3,794			
Clarinda, Iowa	3,832		1913	1,700
Iowa Falls, Iowa	2,797		1914	1,800
Webster City, Iowa	5,208		1915	
Morris, Minn.	1,685		1913	1,600
Clark, S. D.	1,220		1912	960
Abilene, Kan.	4,118		1913	1,200
Mulberry, Kan.	997		1914	
Amarillo, Tex.	9,957	Jan.	1914	2,400
Denton, Tex.	4,732		1914	
San Angelo, Tex.	10,321	Apr.	1916	
Sherman, Tex.	12,412		1915	

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	Population 1910.	Date in effect.	Annual Salary of Manager.
Taylor, Tex.	5,314	1914	
Terrell, Tex.	7,050	1913	
Tyler, Tex.	10,400	Apr. 1915	
Montrose, Colo.	3,252	1914	1,800
Collinsville, Okla.	1,324	1913	2,000
Norman, Okla.	3,724		
La Grande, Ore.	4,843	Jan. 1914	2,400
Snohomish, Wash.	3,244	1915	
Roswell, N. M.	6,172	1914	1,800
Alhambra, Calif.	5,021	July 1915	
Bakersfield, Calif.	12,727	May 1915	3,000
Glendale, Calif.	2,746		
Holtville, Calif.	729		
Inglewood, Calif.	536	1914	
San Diego, Calif.	39,578	May 1915	6,000
San Jose, Calif.	28,946	July 1916	
San Rafael, Calif.	5,934		
Santa Barbara, Calif.	11,659	Jan. 1917	
Phoenix, Ariz.	11,134	Jan. 1913	5,000
Tempe, Ariz.	1,473	1915	
Tucson, Ariz.	13,193	1915	
Maissonneuve, P. Q.			
Port Arthur, Ont.			

The various powers and duties of the city managers in cities and towns in the above list are summarized by the *American City* from different charters and ordinances as follows:

The city manager is the administrative head of the municipal government under the direction and supervision of the Commission. He may not hold any other office or employment, except that of notary public, nor be interested in the profits or emoluments of any contract, job, work, or service for the city.

Before entering upon the duties of his office he is required to take the official oath, and to execute a bond in favor of the city for the faithful performance of his duties in such sum as may be fixed by the Commission.

He is vested with power to appoint and remove officers and members of all boards and commissions, heads of departments and all subordinate officers and employees of the city, except as otherwise specified. All officers appointed by the city manager

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serve until removed by him or until their successors have been appointed and qualified.

The advantages of the town manager form are summarized in a report by the National Municipal League Committee as follows:

1. Administrative unity insures harmony.
2. Permits expertness at point where of most value, at the head.
3. Permanency of office lessens danger from amateurs, provides for stability and continuity of policies, simplifies carrying out of far-sighted policies extending over term of years.
4. Opens up new profession.
5. Abolishes one-man power, as manager is responsible to commission which employs him. Frees municipal operations from delays and embarrassment of red tape.
6. Removes requirement of technical or administrative ability among officers and broadens field of popular choice of elective officers.
7. Clearly establishes responsibility.
8. Promotes discipline and harmony.
9. Economy of well paid manager permits savings in overhead charges.
10. Permits wide latitude in election of other officers, both as to character of representation and term of office.
11. Creates position which would attract first class talent.

The principles of the Initiative, Referendum and Recall are being largely adopted in the forming of new charters.

Preferential voting, or recording first, second and other choices for office is working successfully in some places, and has been a disappointment in others.[1]

Proportional representation is the latest system which is having the attention of municipal experts. It is now in successful operation in Ashtabula, Ohio, and in the recent

[1] *National Municipal Review*, January, April, July, 1916.

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elections it is stated worked most satisfactorily.[1] In Massachusetts, the city of Springfield, in its new charter bill, asked for the right to adopt the system of proportional representation, but this was beyond the legislative committee and failed to pass. The idea of proportional representation is new only in America. It aims to make a profession of public service and not an uncertain political gamble. It insures representation in the government for every important group in the community. It is similar to the system long in use in Switzerland, Finland, Sweden and Australia.

SOME RESULTS UNDER THE MANAGER FORM

Last November, Professor W. B. Munro of the Bureau for Research in Municipal Government, Harvard University, submitted to the managers of nine of the largest cities having the City Manager Plan a questionnaire covering 45 queries relative to the administration of their cities. Information was sought as to Financial Administration, Public Improvement, Public Safety, Public Health and the Attitude of the Citizens toward the manager idea.

The list of cities with population and the date of their beginning operation under the manager form were as follows:

City	*Population*	*Date when plan in operation*
Dayton, O.	116,577	Jan., 1914
Springfield, O.	46,921	Jan., 1914
Jackson, Mich.	31,433	Jan., 1915
Sherman, Tex.	12,412	April, 1915
Manistee, Mich.	12,381	April, 1914
Amarillo, Tex.	9,957	Jan., 1914
La Grande, Ore.	7,000	Jan., 1914
Bakersfield, Cal.	12,727	April, 1915
Staunton, Va.[2]	10,604	1908

[1] *National Municipal Review*, January, April, July, 1916.

[2] Staunton retains the aldermanic form of government and has

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A general analysis of the replies would indicate the following results. The general attitude of the citizens as a whole was reported as being favorable in each case. In securing the coöperation of local trade bodies or citizens' organizations they do not seem to be generally successful. Five report satisfactory results; while replies from the other four indicate lack of interest. The laboring classes and socialists are reported as actively opposed in six cities and passive in the others.

As to improvements in financial administration, the period since adoption has been really too short to determine definite results. Encouragement may be drawn from the reported reduction of debts for current expenses and the tendency to discard that dangerous policy. The adoption of the budget system for control of expenditures is a good sign, five cities reporting the segregated type. Four cities report the establishment of central agencies for the purchase of supplies. In four others the city manager does the buying.

Under Public Improvements, but two cities reported any city planning activity. Dayton's city planning commission has accomplished nothing because of lack of funds, while Sherman, Tex., reports the appointment of a city plan commission with the statement that no plans have been drawn as yet. The value of the replies relative to construction work, street maintenance, etc., could only be determined by observation and comparison with former work. Careful inspection of all construction work is reported by each city in the list except Amarillo, Tex.

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merely turned over the administration work to a general manager.

For the cities of Dayton, Manistee, Springfield, and La Grande it has been possible to verify the answers to some extent by reference to published reports. For the other cities, the statements of the city managers, although somewhat general, must be taken as they stand, allowing of course for the enthusiasm which city officials usually manifest for any new type of government.

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Inquiries as to Public Safety brought general replies that would indicate increased efficiency in police and fire protection in each of the nine cities. Improvement is noted in the matter of filing police reports and in the keeping of police records. Motorization of fire departments is being carried out by all the cities on the list with the exception of Manistee, Mich.

With regard to public health, the greatest activity is naturally to be found in Dayton and Springfield, the two largest cities in the group. Dayton, Springfield, Jackson and Staunton report the reorganization of their health departments. Jackson and Bakersfield report installation of city laboratories. Six cities report inspection of milk supply and dairies, Springfield, Jackson and Staunton reporting laboratory tests. Inspection of meats, markets, groceries, hotels, etc., does not appear to have been developed to the necessary degree. Six of the cities report organized health departments with full time officer in charge.

The returns, as a whole, represent improvement, particularly in matters of financial administration. The results obtained in health conservation, or in planning the future growth of the cities, are not so good. There would appear to be much room for promoting coöperation between local business organizations and other community forces, and in educating public opinion as to the advantages of business methods in municipal administration.

R. S. Childs, discussing the city manager idea in the July, 1914, issue of the *National Municipal Review*, suggests certain weaknesses that must be overcome in making the plan a success. It is still an unsettled point how best to prevent the commission interfering with the manager. "The Port Arthur commission," says Mr. Childs, "has constantly interfered with the manager and has assumed many of his duties. The experience in Sumter, S. C., has been somewhat similar; the commission frequently ignoring the man-

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ager in dealing with subordinates. The Phœnix commission after unsuccessful attempts to dictate political appointments to the manager finally removed him. Other weak spots are said to be the growth of one man government, the one man quite frequently having an exaggerated conception of his own powers. Small commission in large city found to be inadequate. In smaller communities commission is charged with meeting by telephone and with sidewalk discussion of important matters. One remedy suggested is that of limiting duties of commission to those of an advisory nature, in all cases where the body is not made up of experts."

During the past year and a half the people of Walpole have had an opportunity for intimate study of the town manager plan in the neighboring town of Norwood. The Norwood charter, adopted October 6, 1914, provides for the election of five selectmen for three-year terms. The duties of town treasurer and town collector are merged in a single elected official. Appropriations are voted in town meeting as formerly. An elected finance committee of three members is intended as a check on executive officers. The school and health departments remain under the old form of administration by elected boards. General supervision of all departments is vested in the selectmen, school board and finance committee. The selectmen appoint a board of three assessors and a town manager.

The town manager has assumed the duties of the highway surveyor, water, sewer and park commissioners, light board, and tree warden; and he is in authority over the fire and police departments. He has the power of appointment, removal and fixing of salaries of all employees in the departments over which he presides. He is subject to removal, by the selectmen, on five days' notice. Provision is made for the recall of the selectmen and other elective officers on petition of 200 voters.

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There can be no question of the increase in general efficiency that has resulted from the adoption of the manager plan in Norwood. One of the first steps was the revaluation of all the property in town; which resulted in trebling the valuation and making possible a corresponding reduction in the tax rate. There has been marked improvement in the business methods of town administration in the use of town labor, purchase of supplies, and in the experiment of selling electric light and power to private users. Increased interest in town affairs on the part of the citizens as a whole is not the least result of the new policy.

While this Committee feels that the Norwood Charter is excellent, it believes there are a few details that are not satisfactory. The elected finance committee is likely to develop into a fault-finding committee and serve very little purpose in helping efficiency of government. Its control of budget making power is also of doubtful value. Isolation of the health department does not seem to be necessary. Every department of town activity is directly related to one or another of the problems of public health. This is particularly true in the case of water, sewer and street systems.

Differences of opinion in regard to details of the manager plan are inevitable, but it is our aim to work out a small town charter which will not have to be changed in the future. So many charters which seem to be sound are put into operation incomplete in some detail, meaning trouble in the future and injury to the whole cause of government reform.

Recently Massachusetts passed legislation submitting three charters, no one of which is of any value. It is unfortunate that much of our research in municipal improvement has been badly directed. Similar legislation in New York State has developed grave defects, certain features having been declared unconstitutional. Some day we shall have the in-

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telligence to have legislation covering important measures passed upon by experts who know the subject and have had practical experience as to the needs of the reform. The development of municipal government in foreign countries and the plans which are working satisfactorily can be well studied.

A long step toward advancing municipal reform would be taken if a state commission of municipal affairs were appointed. Such a body, with authority to act in all matters of municipal legislation, would relieve the Legislature of a large proportion of its present burden and do much to promote real home rule for cities and towns. Fully one-half of the time of each legislative session is devoted to consideration of municipal affairs or in dealing with measures directly affecting municipal administration. It is encouraging to note that the Legislative Committee of the Massachusetts Federation of Planning Boards is at work upon the problem of town planning legislation; and that it is about to issue a report covering certain phases of town and city government reform.

How far it is wise to decentralize control over town and city government is a point which demands a most careful study.

FORM OF CITY OR TOWN GOVERNMENT

The Committee has been particularly fortunate in securing the following letter by Mr. Thomas Adams covering the broad problem of municipal reform from the point of view of an expert whose knowledge is based upon practical experience. Mr. Adams enjoys an international fame through his work in securing the passage of the British Housing and Town Planning Act of 1909; and as a member of the Local Government Board of Great Britain, and the British Town Planning Institute. He is at present acting as Town Planning Adviser to the Commission on Conservation at Ottawa, Canada.

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Charles S. Bird, Esq., Jr.,
East Walpole, Mass.

DEAR SIR:

You ask me to outline my views with regard to what form a town government should be. It is difficult to do so in a letter in view of the complex nature of the subject and the need for giving evidence in support of any views which I may put forward. But I am glad to make a few suggestions for your consideration, particularly with regard to the importance of having a State department of Municipal Affairs.

We hear a great deal nowadays regarding the demand of local authorities for more home rule. This demand sometimes arises from a desire of local representatives to be independent and sometimes from irritation caused by petty interferences of the State officials with local details. The former is not a good reason for giving home rule, and the latter is largely the consequence of the State having no department devoted specifically to local government. Because of the absence of such a department interference is not exercised with discretion in regard to the right things. Some of the arguments presented by "home rulers" however indicate that there is a lack of recognition of the importance of having a uniform system of local government in each State and of establishing a close partnership between the state and the city or town in regard to both legislation and administration. You cannot dissociate the two, and the problem therefore is to properly apportion and co-relate their functions and duties so as to secure the greatest efficiency and the best democratic system.

In order to secure efficient city government I think it is essential to have a Department of Municipal Affairs or Local Government in each province or State, similar to what exists in each of the three nations which comprise Great Britain. Such a Department is needed to secure: —

(a) general uniformity of system of municipal government, subject to variation of procedure to suit different classes of community — city, town or rural district;

(b) the employment of skilled financial, engineering and medical advice on all aspects of municipal affairs;

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(c) the linking up of public health administration with town planning, housing or highway administration;

(d) the proper control of local finance, municipal enterprise in regard to public utilities, public expenditure to relieve unemployment, etc.;

(e) the framing of by-laws on principle and not on local expediency;

(f) the application of right principles in regard to extension of municipal boundaries and securing coöperation between adjacent municipalities; and

(g) the rendering of valuable service to the municipalities by the giving of skilled advice from a central department.

With a provincial or state department in existence for the purpose of helping in the administration of local government it will be possible to secure a great many advantages without any curtailment of local powers. Certain existing powers would have to be curtailed but others should be increased, e.g., there should be no power vested in a local authority to dispense with an independent audit of its accounts, but there should be greatly extended powers to control the use and development of land. By reason of the expert advice which such a department would have at its disposal all cities and towns would be able to enjoy not only the advantage of consulting qualified men outside of their own officials, without cost to themselves, but would be in a position to benefit from the advice of a department which was fully informed regarding past mistakes in local administration. Small municipalities, particularly, are not in a position to employ men of high skill and are frequently led into error and wasteful expenditure. Considering the fact that the problems of such municipalities have so much likeness to one another it seems absurd that they should be compelled to act independently and often in ignorance of what other authorities have done. One important advantage of having a central department to exercise oversight regarding local expenditure and to insist on proper accounting and auditing would be that the financial stability of municipalities will be improved and it would be possible to borrow money at a lower rate of interest in view of the better security for the investment. Moreover, the existence of

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the department would lead to the appointment of more efficient local officers. Certain standards would have to be established in regard to engineering work which only a good local engineer could maintain, or in regard to the keeping of accounts and the giving of legal advice which would necessitate the employment of good lawyers as legal officers. Gradually the character of the men employed in the public service would improve as a result of the system, and we should then cease to hear of the advocacy of the appointment of city managers. A central department provides a system of double checks over all municipal expenditure and gives the taxpayer a court of appeal from the decisions of their local representatives. The setting up of such a department is an essential feature of local government in a democratic country. Under such a system it will be possible for cities and towns to continue their present democratic method of electing Councils instead of resorting to the somewhat bureaucratic method of electing commissions or appointing managers. There is nothing inconsistent with democratic principles to have some oversight of local affairs by a central department of the state so long as the department has skilled advice behind it. It seems to me, however, that American cities are running the risk of giving up their democratic principles in connection with local government because of their fear of state interference with what they call "home rule." State coöperation and to a certain extent state oversight is necessary to secure efficiency, but rather than strive after efficiency by that method cities are endeavoring to secure it by systems of government which run as near as possible to the setting up of dictatorships by commissions or expert local officers. The English system of local government, which has been in successful operation for over thirty years, has succeeded largely because of the existence of a central department of the State dealing entirely with questions of local government and with a responsible Minister at its head. It is easier to understand how the English system secures the absence of dishonest dealings on the part of public men and secures efficiency without any loss of liberty to the citizens when we understand the intimate connection between the central department and the local authorities. Under such

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a system local Councils can and do draw upon the best business men in each community because a comparatively small amount of time has to be given to public work. Under the system it is possible to leave more executive responsibility upon the shoulders of officials. Hence, better men are willing to become officials, and mayors and aldermen are not required to deal with petty executive details, but with the broad policy of administration and legislative duties of the Council. The Mayor of a Council as its presiding officer should be elected by the Council and not by the taxpayers at large. It is the only method employed by every private corporation in electing a chairman of a board of directors, and one cannot conceive any other method which will secure that the chairman will have the confidence of those over whom he has to preside. With a central department in the State it is also possible to secure great continuity of policy because taxpayers are not so prone to change their representatives frequently when they have a court of appeal beyond their local council to which they can take their grievances. They can submit to the Mayor being elected by Council and to three-term periods of office for Aldermen because they learn to have confidence in the oversight exercised by a skilled central department of the state, i.e., they have a court of appeal on all matters of local government to an independent authority; and, as all accounts have to be properly audited and all expenditures approved, they have no fear of graft.

These are a few general considerations only; obviously I cannot go into matters of detail. In the larger cities of a state of course there must be a large measure of home rule, but even in such cities the right to do wrong must be prevented by state regulation and there must be more coöperation with a state department. Better men will be attracted to become members of local authorities when the opportunities for taking advantage of a public position for private gain are less than at present — we cannot secure that result by any other means than having a proper state or provincial system of municipal government with a central department of municipal affairs as part of the machinery. I am, dear sir, Yours faithfully,

THOMAS ADAMS.

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In March, 1916, there was published the " Model City Charter and Municipal Home Rule as Prepared by the Committee on Municipal Program of the National Municipal League." A brief summary of the principal provisions of the model charter follows:

City council of not less than 5 nor more than 25 members, according to the size of the city, elected for a four year term. Council elects one of its own members as Mayor; appoints a city manager, a clerk, and a civil service board.

Mayor acts as chairman of the council, and is the official head of the city for ceremonial purposes and for court purposes in civil suits. His position is one of dignity rather than of power.

Nominations for all elective offices are made on petition of 25 to 200 citizens, according to the size of the city.

Recall is provided for on petition by 15 per cent of the voters at last municipal election. The recall provision would not apply under the proportional representation system.

Power of initiative may be exercised on either of two forms of petition. One calls for 15 per cent of the total voters at last municipal election and the other for 25 per cent. Should the council fail to pass an ordinance based upon the 25 per cent form of petition, provision is made for submitting the matter to the people at a special election. The 15 per cent provision does not carry this provision.

Referendum allows of approval or rejection of any ordinance passed by the council, or of any amendment or change in an initiative petition. Ten per cent of the total voters at last election are required on referendum petition.

Official publicity pamphlet must be prepared and issued by the city clerk at least 15 days before any election at which any measure or charter amendment is to be submitted. This pamphlet will give the complete text of the measure or amendment, and the arguments for and against, signed by the persons or organizations responsible for them. A copy of this pamphlet must be mailed to each qualified voter.

A city manager shall be appointed by the council for the administration of all city affairs. He will make all appointments not otherwise provided for, and prepare the annual budget of

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the segregated variety. He will be in charge of six administrative departments, law, health, works and utility, safety and welfare, education, and finance.

All salaries to be established by the city council.

Each department will be administered by a director qualified as an expert.

Wide powers of subpena for purposes of investigation are granted to the council, manager, and to the officers or boards appointed by them.

Civil service board of three members appointed by the council. In addition to usual power of such boards they will keep a record of the conduct and efficiency of each person in the public service. This record is open to the public.

Special assessments may be levied by the city council, by ordinance, for all or any part of the cost of a public improvement. These assessments may be levied over a benefited district.

Provision is made for the submission of bond issues or loans to a vote of the citizens.

All public work to cost over $1,000 must be done by contract except in specific cases authorized by the council.

All contracts must be advertised.

Control of public utilities and the granting of franchises is vested in the council, and provision is made for the establishment of bureaus of franchises and public utilities.

City planning board of three members, consisting of the director of public work and two citizens. All acts of the council or other branch of government affecting the city plan must be submitted to the city planning board for its report and recommendations. Such acts shall not be legal until the council has accepted or rejected the city planning board's recommendations. The annual report of the board will contain a program for city plan improvement year by year during the next three ensuing years, with estimates of cost and recommendations as to how such costs are to be met. The city engineer is to be the chief engineer of the planning board, and the executive health officer shall advise the board from time to time of improvements which would benefit the healthfulness of the city.

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The charter provides for the adoption of the Hare system of proportional representation, which allows representation in the government for each important group in the community.

It is optional upon the citizens whether they adopt the Hare system or elect their officers by preferential ballot which allows the voter to register his first, second or other choices for each position.

The National Municipal League model charter we publish in the Appendix. The features relating to finance, bond issues, special assessments, etc., are not applicable, as they stand, under the Massachusetts law, which does not regard cities and towns as corporations, as in the case of other states. For any one interested in municipal reform, however, and working upon a charter, this work is most valuable.

The question of whether in a small town the preferential ballot or the proportional representation system of voting should be used is one that can best be answered by those knowing conditions in the town for which a charter is being proposed.

There is one feature which we are adding, however, which we believe is universally neglected, and yet of the utmost importance — a community organization. No commission manager plan is complete without provision for such a community organization, and without it we do not think that the more or less autocratic manager form covering a long term of years can be fully successful.

The preferential vote system may be briefly described as follows:

[1] A voter marks his first choice by placing a cross in the first or left hand of these columns opposite his first-choice candidate's name and, if he wishes, a second choice by a similar cross in the second column, and as many other choices as he desires (without attempting to grade them) by additional crosses in the third or right-hand column, but only one choice will be counted for any one candidate. If a candidate receives a majority of the first choices, he is elected; if not the first and second choices for

[1] Johnson, Lewis Jerome. The Preferential Ballot as a substitute for the Direct Primary. *U. S. Senate Document 985*, 63d Congress, 3d Session, Government Printing Office, Washington, D. C.

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each candidate are added together. The man then highest wins, provided he has that majority; if no one thus receives a majority, all three choices for each candidate are added together and the highest man wins whether he has a majority or not. This, with elimination of the primary election, insures that the man elected is either the choice of a majority of the voters, or is the man among the nominees commanding the largest following of all after a free and full expression of choice by the voters. In fact, there will be a majority of the voters behind the winner, unless the list of nominees contains no one who can command a majority. Then we have the next best thing, and probably the best possible with that list of nominees.

How it works in practice is significantly shown by the results of its first trial in Grand Junction. They are here given, for they are not yet widely enough known.

Practical working of preferential voting, Grand Junction, Colo., Nov. 2, 1909.

Total number of ballots cast 1,847
Majority (of first choices) 900

Result of the votes for mayor.

	First choice.	Second choice.	Other choices.	Combined firsts and seconds.	Combined firsts, seconds, others.
D. W. Aupperle	465	143	145	608	753
[1] W. H. Bannister	603	93	43	696	739
N. A. Lough	99	231	328	330	658
[1] E. B. Lutes	41	114	88	155	243
E. M. Slocomb	229	357	326	586	912
Thomas M. Todd (elected)	362	293	396	655	1,051
	1,799	1,231[2]	1,326[2]		

1 These men were the anticharter candidates; the others the procharter candidates.

2 The light vote in the second and third columns is, of course, due to the 603 Bannister voters' natural concentration on the only candidate acceptable to them. This gave them a lead in first choices, but being in the minority they could not win against the majority, because, thanks to this ballot, the majority were able to get together.

The results are often, of course, less striking, for it frequently happens that the leader in first choices is the final

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choice. There is, of course, no objection to this. Such a plurality of first choices is thus shown to be a representative plurality. The trouble with the old system was the great premium it held out for securing an unrepresentative or distinctly anti-majority plurality.

In the matter of recall provision, we recommend increasing the number of petitioners from 15 per cent of the voters at the last municipal election, as in the Model Charter, to 25 per cent.

The initiative provision would be rendered more effective and its use be more fully in the interest of the whole community if working through the agency of the proposed Community Federation. At the meetings of the Federation town policies would be discussed and determined by all the people. These meetings would take the place of the present form of town meetings in affording opportunity for free discussion of town affairs. In this way we would be assured that any proposed use of the powers of the initiative, referendum or recall would be based upon full and complete knowledge, and not upon hasty or ill considered action or be in the interest of any group or individual in the community. The annual budget and reports could be studied at these meetings and programs for each year be determined in advance. The official publicity pamphlet provided for in the Model Charter would be of value in this connection.

We do not recommend the inclusion of the department of education under the town manager, as we feel that the problem of education is beyond those of business director. We believe that there is a great need of reform in our whole educational system and that upon an educational board we need people with ideals, who will have the time to give careful consideration to educational reform.

The state civil service commission is already in authority in all matters of municipal appointment or employment. We would suggest the possibility of approval of the appointment of the town manager by the civil service commission.

We have suggested in our outline of organization the appointment of a town planning board of five members instead of three called for under the Model Charter, as we feel that real town and city planning should embrace every department of com-

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munity development, commercial and industrial, as well as social and civic. We would therefore recommend that the town planning committee include the Mayor, Town Manager, President of the Board of Trade, President of the Community Federation and one other citizen.

While at present the town could not afford the full time service of an expert as the head of its department of health, we are in agreement with Prof. George C. Whipple of the Department of Engineering of Harvard University, that the department should be "under a doctor of medicine who has had experience in public health administration," or "a person who has the degree of Doctor of Public Health or a Certificate in Public Health from a school of recognized standing."

The following is an outline of the charter being prepared by this committee for the town of Walpole, to be submitted next year to the citizens of the town for their consideration.[1]

Charter for a Small Town

Suggestive Outline

I. Town Government

Functions

a. Educational.
b. Policy Determining.
c. Administrative.

A. *Educational*

1. Community Organization (Plan A or B).
   a. Town Research Bureau.
   b. Town Forum.
   c. Town Plan.
   d. Town Program.
2. Town Meeting.

B. *Policy Determining*

1. Town Meeting.
2. Town Council or Board of Selectmen of seven, elected by proportional representation (board of directors responsible for execution of policies in town administration).

[1] Submitted March, 1917.

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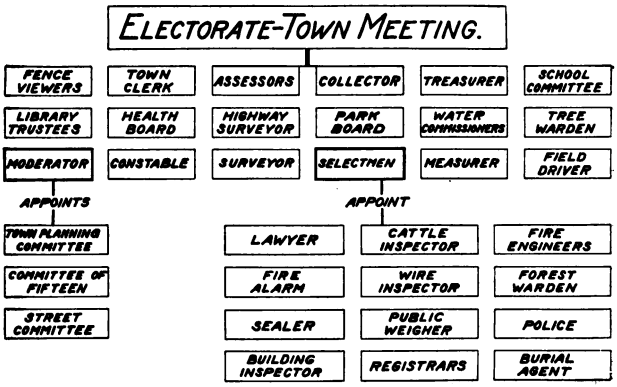
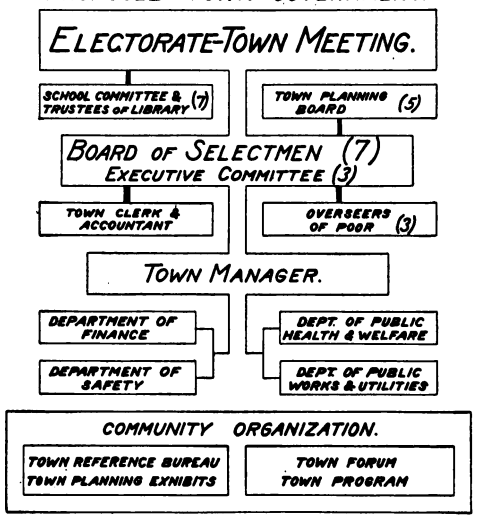
PRESENT TOWN ORGANIZATION.

18 OFFICERS AND BOARDS ELECTED.
15 OFFICERS AND BOARDS APPOINTED.
EACH INDEPENDENT.



PROPOSED TOWN GOVERNMENT.



A comparison between the confusion and lack of responsibility in administration under the present charter in Walpole, Mass., and the directness of responsibility provided by the town manager and community organization charter to be submitted March, 1917.

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C. *Administrative*

1. Elected Board of Selectmen (executive administrative council).
2. Elected Board of Education and Trustees of Library (public school and library administrators).
3. Chairman of Board of Selectmen (official head of town).
4. Town Manager hired by Selectmen, responsible to Selectmen (business executive of town). Directs following departments:
   (1) Finance.
   (2) Public Health and Welfare.
   (3) Public Safety.
   (4) Public Works and Utilities.
5. Town Planning Board of Five: Chairman of Board of Selectmen, President of Community Federation, President of Board of Trade, Town Manager, and one appointed citizen. Responsible to Council for development plan.
6. Auditor: appointed by Selectmen.
7. Overseers of the Poor: appointed by Selectmen.
8. Town Clerk and Accountant: appointed by Selectmen.
9. Charter would provide for the recall of officers holding elective office.
10. Initiative and referendum in small town provided by a town meeting.

The importance of this idea of linking every department of town affairs cannot be overestimated. The serious weakness of our existing form of government is its lack of means for the devising of community policies, and its inability to control or direct its representatives in carrying out those policies. This outline provides for regarding the town as a great corporation which elects its council as a board of directors and holds them responsible for the ad-

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ministration of its affairs by the employees which the council appoints.

It is a fundamentally sound principle of democracy that the people should elect councilors and that experts should be appointed to execute the policies determined by those councilors. This is the essential feature of the business government under the commission manager form. To develop small units of government, independent of other units, is likely to result in over-extension of the idea of home rule, and would be taking a step backward.

There are many town and city problems that demand united action and united supervision which cannot be solved under a democratic constitution without consideration of united interests. The development of independent municipalities without provision for adequate expert supervision could result only in general inefficiency. The lessons of community development would be learned only in the bitter and costly school of experience, whereas a central supervising and advisory board would be responsible to the cities and towns for giving them the result of the combined experience of all municipalities.

The committtee believes with Charles Zueblin that "There can be no municipal efficiency worthy of the name until all the people are consciously united"; that "A simple government that the people can understand is emerging from the complexity that caused the people to seem incompetent"; and that "A social efficiency beyond the dreams of corporate 'efficiency engineers' is in sight of the managers of the democratically governed municipality."[1]

The purpose of the foregoing chapter is that it should be helpful and suggestive, in preparing the way, through discussion, for the drafting of a charter best suited to the town.

[1] Zueblin, Charles. "American Municipal Progress." Rev. Ed. The Macmillan Company, New York, 1916.

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We should avoid mistakes which other communities have made where the desire for change resulted in hasty action in the matter of charter form. Reform must not be sub-
in the matter of charter form. Reform ought not to be subject to reform.

A draft of a model charter for a small town will be submitted by the committee in its final report to the citizens of Walpole this coming year.[1]

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[1] Submitted March 1, 1917. Final report on town government, with complete charter for a small town, Town Planning Committee, Walpole, Mass.

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NATIONAL SHORT BALLOT ASSOCIATION. The Commission Manager Plan of Municipal Government.

Proceedings of the First Annual Convention of City Managers, City Managers' Association, Springfield, Ohio.

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ZUEBLIN, CHARLES. American Municipal Progress, Rev. Ed. The Macmillan Co., New York, 1916.

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Bureau of Municipal Research, New York City.

Harvard College, Department of Government, Cambridge, Mass.

League of American Municipalities, Baltimore, Md.

National Municipal League, North American Building, Philadelphia, Pa.

National Short Ballot Association, 383 Fourth Avenue, New York City.

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CHAPTER V

COMMUNITY ORGANIZATION

Walpole Community Federation

It is only by organization that a community may accomplish the big tasks of development and improvement. It is only through organization that a town will have a definite and far-reaching town program and a planned campaign of action. It is through organization that community pride on the part of the citizens may be aroused, and it is the spirit of the citizens of a community which breathes into it life. "The good citizen may be properly defined as a person who habitually conducts himself with proper regard for the welfare of the community of which he is a member, and who is active and intelligent in his coöperation with his fellow citizens to that end."

The control, too frequently determined by political reasons, which the state has maintained over the administration of government in our municipalities has tended to stifle town and city spirit. No business could long survive the confusion existing in the administration of most of our cities and towns. The complete awakening of civic consciousness can be accomplished only through reform in the government of our municipalities.

Our towns and cities need more home rule, but with the assistance of a central state department of experts upon municipal affairs. With a commission manager form of government we may expect more efficiency; but something more than efficiency is demanded in government. To be complete, a government must have the united support of

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the citizens whom it represents, and must be an educating force. Provision must be made for a community organization by which the electorate may have a chance to discuss community problems, keep alive to the needs of the community, and have a voice in the determination of the policies which shall govern the administration of the town. It is only through organization that a town program covering material, social and civic affairs can be prepared with reasonable assurance of execution.

Most of our eastern towns and cities have a large number of organizations and societies supported by citizens eager to accomplish something for the general welfare. The petty jealousy that frequently exists between these different town organizations is almost wholly due to lack of proper organization. Waste of energy due to duplication of work, overlapping and interference, may be prevented only through a well defined community organization in which all interests are represented, in which all local organizations and individuals may have a voice upon all matters affecting community welfare, and from which they may receive information covering plans under way.

The material prosperity of the past fifty years has so absorbed the attention of many of the most active citizens that they have neglected to give proper consideration to the needs of the community.

A live community organization can accomplish wonders in arousing heedless or slumbering citizens to their duties and responsibilities as members of the community and to the need of preventing material growth from crushing the heart and soul of the community. Without such an organization, made up of the men and women of the community, the accomplishment of a broad program of town development is almost impossible. Nor will it be effective unless it includes the women of the community. Woman's influence is needed in community work, as the community, in

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its larger aspect, is the home. No stronger reason can be advanced for universal suffrage. The value of allowing the women of a community to have a voice in determining its broad policies cannot be overestimated. Granting the vote to women will furnish the most effective means of educating them to their responsibilities to their community.

In the community organization bulletin published by the Office of Markets and Rural Organization of the U. S. Department of Agriculture, Professor T. N. Carver writes:

> It is the experience of organizers of the rural districts in every country that the great obstacle is the lack of a neighborhood spirit and mutual good will. Wherever this spirit exists organization is easy. Wherever it is lacking and mutual suspicion and antipathy exist in its stead, there organization is difficult.
>
> It cannot be emphasized too much that patriotism, like charity, begins at home — that is, in the neighborhood. Neighborhood loyalty, willingness to sacrifice if need be, for the good of the neighborhood, is just as important as national loyalty and willingness to sacrifice in the interest of the nation. No nation can be strong, prosperous or progressive which does not command the loyalty and support of its citizens. Neither can a neighborhood. It is as true of a neighborhood as of a nation that "a house divided against itself shall not stand."

The get-together spirit, the optimism and the healthy, wide-awake air of many of the western towns suggest valuable object lessons to our eastern communities. The lesson is even more striking when we stop to consider that we have in our eastern cities and towns just as many active and progressive citizens. Development in the West has come quickly. The interest taken by individuals in promoting that development has been stimulated by the opportunities of immediate accomplishment. They have been building new, with no old problems to draw upon their energies or resources. The reverse is true of development in the East. More than anything else, perhaps, the changing character

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of the population in our eastern towns has been responsible for the lack of old time community spirit; that spirit which is displayed to such good advantage in many towns of the West.

There can be but little question that our eastern towns can boast of as many associations and committees organized for the promotion of public improvement and welfare as any of the most progressive communities in the West or South. The vital need, however, is for a federation of these activities through an organization which, as a clearing house, may direct campaigns of action.

The agricultural institutions throughout the country have long been alive to the need of agricultural community organization. There is an even greater need of organization in communities in which both agricultural and industrial activities are represented. The Department of Community Service of the Massachusetts Agricultural College, under charge of Professor E. L. Morgan, is an active force in educating communities to the need of organization. The following charts prepared by that department, and published in the chapter on community organization in "Our Wonder World," issued by Geo. L. Schuman & Co. of Boston, present in graphic form the weakness of an unorganized and the strength of an organized community.

The Norwood Civic Association, Norwood, Mass., is an example of a town organization which attempts to reach every citizen in the town. The influence which this organization is having upon development bids fair to revolutionize conditions which were slowly dragging the community down to a ragged factory town. What this organization has accomplished in uplifting the tone of Norwood's growth is an example of the influence a broad community organization can have over a town's whole physical and social structure.

The present movement for rural organization and for the improvement of living conditions in towns received its real

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impetus from the work of the Commission on Country Life appointed by President Roosevelt in 1908. It has since

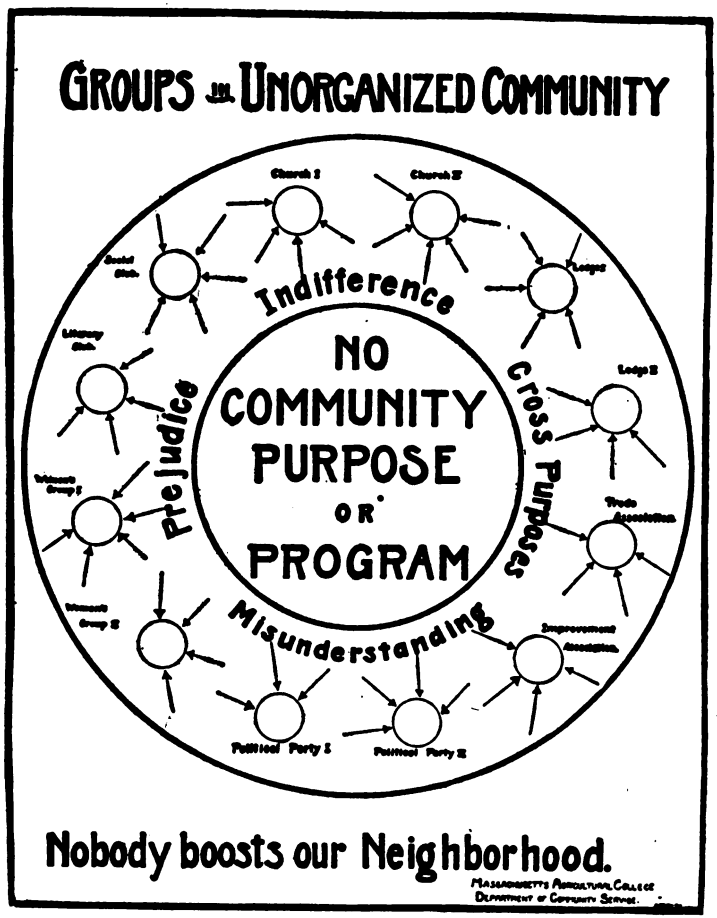

CHART I
Notice That in This Community Each of the Twelve Groups Centers in Itself and Is Separate from the Other Eleven

derived its chief support from the activity of the state universities. Most of the universities throughout the West

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maintain community organization or service departments similar to that of the University of Wisconsin.

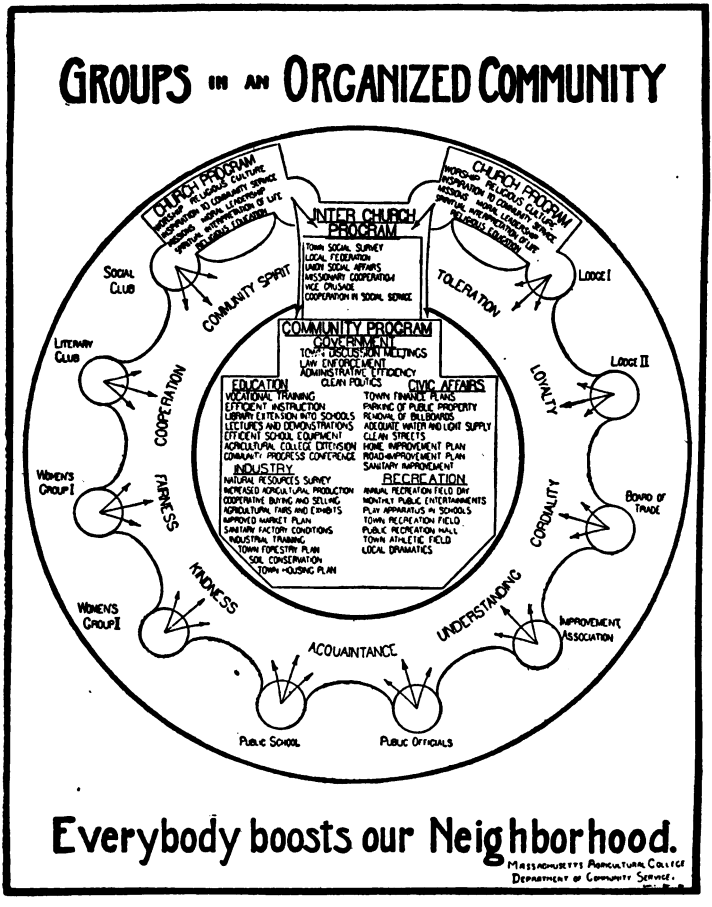

CHART II

Here the Twelve Groups Center in the Community and Are United by the Bond of Interest in Community Betterment

The growing recognition of the need of educating citizens for the work of solving the problems of public life, particu-

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larly with regard to community organization, is indicated by the increasing number of such college departments as the following: Bureau for Research in Municipal Government, at Harvard University; the Government House maintained by the New York University as a laboratory for research in public affairs; Department of Welfare and General Information, University Extension Division of the University of Wisconsin; Department of Community Service, Massachusetts Agricultural College; Bureau of Organization and Marketing, of the Oregon State University, working to promote the development of rural communities; the Northwestern University at Evanston, Ill., which cooperates with organizations and individuals in promoting community organization; the departments for the promotion of interest in civic affairs maintained by the Washington University at St. Louis and by the Cincinnati University. The need of greater and more effective coöperation and team work between cities and colleges was the principal subject dealt with at the Cincinnati Conference of Urban Universities last November. Greater coöperation was urged along the lines of the work being done by the New York Training School for Public Service, in teaching young men and women the true meaning of community activity and the various aspects of city and town life.

Nor is this new movement for community organization limited to the work of Universities or other national agencies. The growth of city clubs in the large cities throughout the country represents a wider understanding of civic duties which prompts business men to put community welfare above personal interest. The city clubs of Boston, New York, Chicago, Philadelphia, Cincinnati, Milwaukee and Baltimore have already become powerful forces in community organization and development. No small share of the success of these and similar organizations is due to the policy of the National Municipal League in or-

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ganizing a committee of civic secretaries, and providing for the interchange of speakers and affiliation with the leading reform organizations of the country.

The organization of Pittsburgh's civic forces resulted in the making of the Pittsburgh Survey, the most comprehensive analysis ever undertaken of the social and industrial conditions in an American city. The recent reorganization of the civic, social, industrial and commercial forces of Portland, Me., is an instance of what is being done to promote community efficiency. The Industrial Club of Chicago, with a membership of but sixty, has just organized a movement for "civic coöperators" to work with the fire, police, health and public works departments of the city, and has already enrolled 1100 individuals and 176 organizations in the movement. The Civic and Commercial Association of Minneapolis has a committee of 600 members who give their time and services freely to the city. The Civic League of St. Louis, with 2500 members, is another example of the new idea in community organization.

There appears to be a growing movement for the development of boards of trade as the community organization of their city or town. This attempt is unfortunate as a commercial organization can never be a truly representative community organization in the full sense of the term. Women constitute one-half of the community, and must be represented and play a part in the community organization. The clearly defined purpose of the board of trade is to promote the commerce and industry of the town. Its chief concern should be the carrying out of a specific portion of the general program for town development and improvement. When it attempts to spread its energies over the broad field of social and civic development, in addition to its natural territory, its power of accomplishment is weakened. A board of trade should be the balance wheel of practicability. It deals with cold, hard facts, whereas a

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community organization may be greatly helped by the inclusion of a few idealists and dreamers. A board of trade, through its moral support, can help forward a broad program of community improvement and development. Its efforts toward definite accomplishment should be confined to carrying out those features of the general program that are concerned with the material prosperity of the community.

Federation of all the community forces should be the underlying principle in every community organization. Development must be based upon genuine democracy. To accomplish this may be difficult. In no other way, however, can we hope to awaken the sort of community spirit capable of achieving the ideal in community development, and of leading to more unselfish social relations in community life.

It is encouraging to note that a social and civic institute that would federate all of the social and civic organizations in the city of Boston is proposed. The overlapping and duplication of work that is handicapping the efforts of the five hundred active social and civic bodies in that city point directly to the need of such a federation. Such an institution, when fully developed, would be of inestimable value in assisting the various social and civic organizations in their work. In addition, the open forum which could be made a feature of it would exert a powerful influence in forming public opinion in the city.

The Dominion-wide Civic Improvement League of Canada[1] represents a movement to establish a civic improvement league in every city and town throughout the Dominion. The social and civic institute idea suggested for Boston might well be extended to include every town and city throughout the state. A campaign for developing community organizations along the lines followed by the

[1] Report of Conference of Civic Improvement League of Canada, Ottawa, 1916. Commission of Conservation, page 368.

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Courtesy of the American City

Keokuk, Iowa. Sketch of Future Civic Center
See Plan for Walpole Civic Center, page 373.

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Canadian league referred to would be of great value in spreading the gospel of town planning.

WALPOLE ORGANIZATION

The Walpole Improvement Federation was organized about five years ago. During that time it has accomplished much, but had the plan of organization been such as to make of it in every sense of the word a community federation, it would have proved even more effective. Its lack of success is due to the fact that the committees are not representative committees of existing organizations working in the same branch of activity for which the committee was appointed. New committees were formed in town to take over work that existing committees were already attempting to perform.

The Executive Committee of the Improvement Federation has asked the Town Planning Committee to submit its recommendation of reorganization. Following this the Town Planning Committee asked to have appointed the chairman of the Board of Selectmen, the president of the Board of Trade, the Superintendent of Schools, the president of the Grange and the chairman of the Town Planning Committee, to form a Reorganization Committee. This was done. This committee makes the following report:

We recommend:

1. That the Executive Board with the Reorganization Committee outline most carefully the plan of the Community Federation and print copies. That one individual be chosen to personally see the presiding officers of all organizations in town and explain the purpose of the Community Federation and the plan of reorganization.

2. That a letter with the outline be written to all presiding officers asking to have a committee of two appointed, he or she to be one, to consider the constitution and by-laws of the proposed Community Federation.

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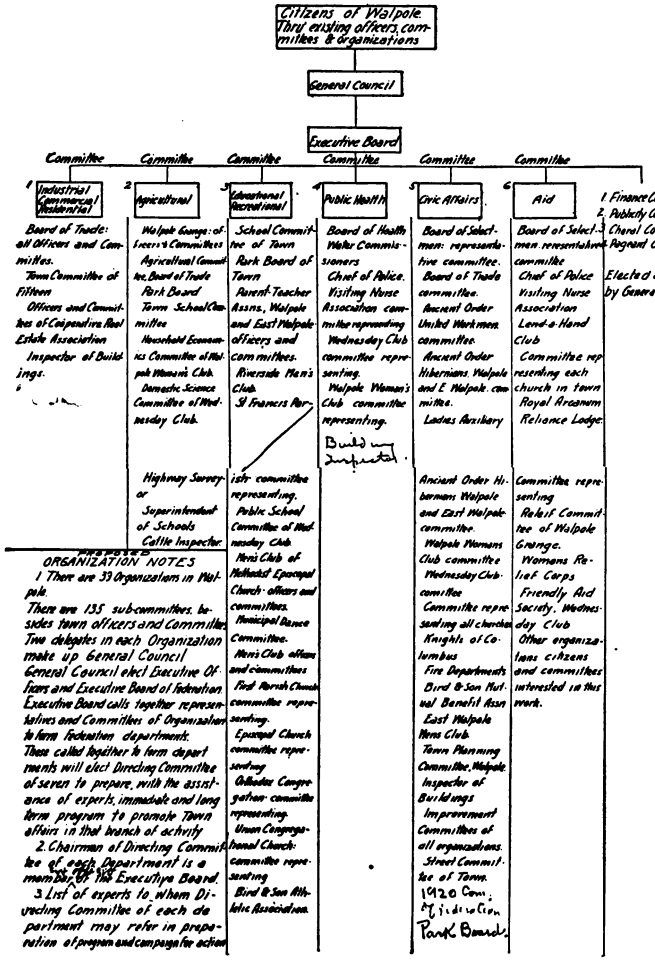
Chart Showing Organization of Federation.



3. That a copy of the constitution and by-laws be sent to the presiding officer with the request that it be returned with the recommendations of the committee appointed from his organization.

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4. The Executive Board of the Improvement Federation and the Reorganization Committee, as soon as the constitution and by-laws have been returned, shall call a meeting of the committees of all the organizations, who shall be considered the delegates from the organizations to form the first general council of the Community Federation. At this meeting the constitution and by-laws with changes, if necessary, shall be adopted and the Executive Committee of the Walpole Community Federation elected.

5. The Executive Committee shall immediately put the new constitution and by-laws into effect and appoint one man to organize the departments of the Federation.

The following Constitution and by-laws are submitted.

CONSTITUTION AND BY-LAWS WALPOLE COMMUNITY FEDERATION

I. Name

The name of this organization shall be Walpole Community Federation.

II. Object

The object of this organization shall be to league the officers and committees and existing organizations, and the committees of existing organizations in the town of Walpole, in a community organization as a clearing house through which with the united assistance of the community, plans and programs may be prepared to further the progress of Walpole. The object of this organization shall be to start an open forum for the discussion of community problems, and through organized departments prepare programs and plans for community development and improvement. This organization shall start a town reference bureau as a central department of information upon community problems.

III. Membership

All citizens of the town of Walpole shall be considered members.

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IV. ORGANIZATION

1. *General Council.* Each organization in the community shall elect two representatives at its first meeting between December 1st and February 1st in each year, who, with the directing boards of each department of the Federation and the committees of the Federation, shall constitute the General Council.

2. *Departments.* There shall be the following departments of the Federation:

a. Industrial, Commercial and Residential.
b. Agriculture.
c. Education and Recreation.
d. Public Health.
e. Civic Affairs.
f. Aid.

The presiding officer of every existing organization and chairmen of committees interested in the work of the department formed shall compose the Department Council. The Department Council shall invite citizens of the town interested in the work of the department to join them. On the second Monday of March in each year the Department Council shall elect a Directing Committee of five who shall have charge of all matters pertaining to the work of the department. Each Directing Committee shall appoint a chairman, who shall be responsible to the Executive Board of the Federation for the organization of the department and shall in due season turn over to the Executive Board of the Federation the annual program covering the work determined upon by the department.

3. *Executive Board.* The General Council shall at its first meeting in March of each year elect three members from its number who, with the chairmen of the directing boards of each department of the Federation and the chairman of each committee of the Federation, together with the chairman of the Board of Selectmen and the president of the Board of Trade, shall constitute the Executive Board of the Federation. The chairman of the Executive Board appointed each year shall be the President of the Federation. The Executive Board shall have direction of all the affairs of the Federation and shall have

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all the powers usually vested in a Board of Directors of a business corporation. They shall have power to purchase, lease, mortgage, or sell all the real estate and personal property of the Federation and to make such contracts and agreements in behalf of the Federation as they may deem needful.

4. *Committees.* There shall be the following four committees of five each:

a. 1. Finance
   2. Publicity
   } to be appointed by Executive Board.

b. 1. Choral
   2. Town Entertainment and Pageant Committees
   } to be appointed by General Council.

5. *Officers.* The officers of the Federation shall consist of a President, who shall also be the Chairman of the Executive Board; a Secretary, who shall be appointed by the Executive Board at its first meeting in each year; and a Treasurer, who shall be appointed by the Executive Board at its first meeting in each year and who shall also be the Chairman of the Finance Committee. The Executive Board may appoint a paid assistant Secretary or other officer to direct a Town Reference Bureau and to promote the work of the Federation.

V. Duties of Officers and Committees

1. *President.* The President shall be the administrative head of the Federation subject to the direction of the Executive Board.

2. *Secretary.* The Secretary shall keep a record of the meetings of the Executive Board and of the General Council and shall perform such other duties as may be prescribed by the Executive Board.

3. *Treasurer.* The Treasurer shall have the custody and control of all moneys of the Federation and shall safely keep and disburse the same under the general direction of the Executive Board. He shall sign all checks and sign and endorse all bills, drafts, notes, or other paper made by or due the Federation. At each annual meeting of the General Council he shall submit a complete statement of his accounts for the past year with the proper vouchers. He shall discharge such other duties pertaining to his duties as shall be prescribed by the Executive Board.

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4. *Finance Committee.* The Finance Committee shall have general oversight of all the financial matters of the Federation.

5. *Publicity Committee.* The Publicity Committee shall have charge of all the general publicity work in connection with the work of the Federation.

6. *Choral Committee.* The Choral Committee shall have charge of the organization and maintenance of a Choral Society.

7. *Town Entertainment and Pageant Committee.* The Town Entertainment and Pageant Committee shall have charge of an annual entertainment and shall report its recommendations as to all pageants to the Executive Board.

VI. Meetings

The General Council of the Federation shall meet every second month during the year except the months of July and August, and meetings may be called by the secretary at the direction of the chairman of the Executive Board or at the request of any five members of the Council, or the Directing Committee of a department. Fifteen members shall constitute a quorum for the transaction of business.

In the preparation of their programs the Directing Committees of the departments shall call open meetings of all members of the committees and organizations which form the departments, for the discussion of programs. The Directing Committee of each department shall report to the General Council its program for the ensuing year in February and shall from time to time be asked by the General Council of the Federation for a report of progress.

The General Council of the Federation, through the Executive Board, shall report to the town at the open meeting to be held in February the activities of the Federation. Progress toward completion of programs will be reported upon by the Directing Committee of each department, with suggestions of program for the ensuing year.

VII. Amendments

This constitution may be altered or amended by a two-thirds vote of the General Council.

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VIII. Dues

There shall be no dues from citizens. Each organization and committee which shall send delegates to the General Council shall contribute five cents per capita on their total membership, or a minimum of $5.00 per year for each organization and $1.00 per year for each committee, to be paid to the Treasurer of the Federation for general expenses of the Federation.

Constitution and By-Laws

The constitution and by-laws provide:

1. A General Council representing the men and women of the town as the policy determining council of the Federation.

2. An Executive Board elected by the General Council, responsible for the administration of the Federation.

3. Department councils formed by presiding officers of all organizations and chairmen of all committees interested in the branch of town affairs for which the department is created.

4. A Directing Committee of five elected by Department Council, responsible to the Executive Board for departmental program and management of departmental affairs.

5. The Executive Board is responsible for publication annually of the town program of the Walpole Community Federation.

Plan of Organization

1. Delegates from all existing organizations shall form the General Council of the Community Federation. The Executive Committee shall designate one man fully informed of the purposes of the Federation to call the first meeting of the Department Councils. He shall preside at the first meeting, shall explain carefully the purpose of the Federation, and bring about the election of the departmental Directing Committee as specified in the constitution and by-laws.

2. The Directing Committee as elected shall then appoint a chairman, who thereafter shall be responsible to the Executive Board for the administration of the affairs of the department.

3. The constitution and by-laws provide for meetings of General Council and for meetings of each department, and an open town meeting such that full discussion of any problem in the

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preparation of a town program should be encouraged. Other meetings for discussion of town problems will be called at the instance of the Executive Committee of the Community Federation.

4. All programs shall be practical, short and simple, and though some features of a program may be of a character which would require several years for accomplishment, no detail shall be included that would be too broad or otherwise impossible of accomplishment in one year.

5. The Directing Committee of each department will submit names to the Council of citizens in the town who should be asked to join the department.

6. Each department shall submit to the Executive Board the program, outlining individuals or organizations that have agreed to carry out any portion of that program.

7. When practicable the Executive Board shall hire a secretary and establish a town reference bureau.

8. It shall be the aim of the Federation to found a town institute not only as a center where the citizens of the town may secure information and literature upon community problems, but to establish a forum for a discussion of those problems.

9. The Federation shall aid in the publication of a local newspaper and shall undertake any action which will lead toward awakening broader community consciousness.

10. It shall adopt, when the right time comes, a town flag similar to those that have been adopted by many progressive towns in the country.

The Walpole Community Federation, made up of the men and women of the town, with its town reference bureau and open forum, its annual town program prepared with the assistance of all the citizens of the town, must not only be a valuable source of help to the citizens of the town in deciding the policies which should govern the town, and as a background for an efficient commission manager form of government be an agency through which the citizens of the town may keep alive to town needs, as in the old days they used to through town meetings; but it should be equally

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valuable in assisting the administrative forces of the town in the execution of town policies. Above all else it must prove a powerful agency toward awakening every citizen of the town to a recognition of his or her duties and responsibilities as a citizen of the town; and without such recognition they possess no rights.

A community organization supported by all the citizens can accomplish any task it may undertake in development and improvement.

Better Walpole 1920 Campaign

Last year there was started in Walpole a movement called the Better Walpole 1920 Campaign. A committee was appointed. The letter and folder printed in the Appendix, pages 406–413, were sent to every citizen of the town, asking for his or her suggestions for a comprehensive program covering every branch of town affairs. The returns from the folders showed a keen interest on the part of the townspeople in this movement. The figures at the right of each item printed in the folders show the degree of the interest in particular items as indicated by the number of times they were crossed. The suggested slogans for such a campaign are also printed therewith.

Upon the return of the folders, the committee considered what action should be taken as the next step. The problem confronting it was to determine how any program that might be developed could be carried out successfully. After study of this question, the 1920 Committee, at the suggestion of the Town Planning Committee, decided that the first step in the movement should be to bring about the more effectual organization of the town forces through the reorganization of the Improvement Federation.

The 1920 Committee has voted that when the proposed reorganization was effected the folders with the recommendations of the citizens of the town should be referred

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to the Executive Board of the Federation. It would then be the duty of the Executive Board to refer the recommendations, contained in the folders, to the Directing Committees of the Federation departments for consideration in the preparation of their department programs.

The future position of the 1920 Committee has been determined by its vote to take its place in the Department of Civic Affairs; where it would devote its energies to the accomplishment of certain definite physical improvements by 1920, and the conducting of a 1920 campaign with that purpose in view.

The 1920 movement is a splendid idea. To have specific tasks to perform within a fixed period of time is a source of inspiration toward activity not only as regards individuals, but for committees or organizations as well. The movement as originally planned was conceived on such a broad scale that it touched upon every vital department in the community. As experience has shown it was too comprehensive to permit of its being carried out successfully by any one committee. Working for the future as a division of the department of Civic Affairs; with a program covering specific, practical tasks for each year and progressively for every ensuing year; and with the active support and coöperation not only of its own department but of the entire Federation, the 1920 movement is assured of success.

In the chart on page 353 there is shown a list of existing committees and organizations, which, under the proposed plan, would appoint committees of seven to make up the six departments of the Federation. There may be other committees, and there are certainly many individuals in town who, when the plan is put into execution, should be invited to join as members of the different departments. This list is not submitted as being complete, but only as a suggestion covering the proposed plan.

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It should be clearly understood that the Community Federation shall not undertake the actual work of carrying out the programs. Its purpose shall be to act as a clearing house through which all town forces may coöperate in town development. It shall endeavor to prevent, as far as possible, duplication of work and waste of energy. It shall serve as a central bureau where information may be obtained on all branches of town activity; and, as soon as practical, start an open forum for the discussion of community problems.

COMMUNITY ORGANIZATION CHART

WALPOLE COMMUNITY FEDERATION

MEMBERS: CITIZENS OF WALPOLE

Two delegates from every existing organization and committee in town, and elected citizens form

GENERAL FEDERATION COUNCIL

Three elected from General Council; chairman of Board of Selectmen; president of Board of Trade; Chairman of the Directing Committees of the departments of the Federation form

EXECUTIVE BOARD

Each Departmental Council, formed by presiding officers of organizations and committees that make up the department, appoint Directing Committee of five for the departments:

1. Industrial, Commercial and Residential.
2. Agriculture.
3. Education and Recreation.
4. Public Health.
5. Civic Affairs.
6. Aid.

Committees Appointed by Executive Board:

1. Finance.
2. Publicity.

Committees Elected by Federation Council:

1. Choral.
2. Pageant.

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Sources from Which Information or Advice May Be Obtained

INDUSTRIAL, COMMERCIAL AND RESIDENTIAL

American Institute of Architects, The Octagon, Washington, D. C.
Boston Chamber of Commerce, Boston, Mass.
Copartnership Association, London, England.
Garden City Association, London, England.
Harvard College, Extension Service, Cambridge, Mass.
Massachusetts Homestead Commission, Beacon Street, Boston.
National Housing Association, 105 East 22nd Street, New York City.
Reference Bureau, *American City* Magazine, 87 Nassau Street, New York.
Russell Sage Foundation, 130 West 22nd Street, New York City.
U. S. Department of Agriculture, Washington, D. C.
U. S. Bureau of Commerce, Washington, D. C.
U. S. Bureau of Interior, Reclamation Service, Washington, D. C.
U. S. Department of Labor, Washington, D. C.

AGRICULTURE

Massachusetts State Board of Agriculture, Boston, Mass.
Massachusetts State Grange.
Massachusetts Agricultural College, Amherst, Mass.
Massachusetts Forestry Association, 4 Joy Street, Boston, Mass.
University of Wisconsin, Madison, Wis.
U. S. Department of Agriculture, Washington, D. C.
U. S. Department of Interior, Reclamation Service, Washington, D. C.

EDUCATIONAL AND RECREATIONAL

American Civic Association, Union Trust Building, Washington, D. C.
American Society of Landscape Architects, Sibley Block, Rochester, N. Y.

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American Playground Association, 1 Madison Avenue, New York City.
Harvard College, Cambridge, Mass.
Massachusetts Civic League, 3 Joy Street, Boston.
Massachusetts State Board of Education, Boston.
Metropolitan Park Commission, 14 Beacon Street, Boston.
National Municipal League, North American Building, Philadelphia, Pa.
Reference Bureau, *American City*, 87 Nassau Street, New York City.
Russell Sage Foundation, 130 West 22nd Street, New York City.
University of Wisconsin, Extension Service, Madison, Wis.
U. S. Commissioner of Education, Washington, D. C.
U. S. Department of Labor, Children's Bureau, Washington, D. C.

PUBLIC HEALTH

Forsyth Dental Institute, Longwood Avenue, Boston, Mass.
Harvard College, Medical School, Boston, Mass.
League of American Municipalities, Baltimore, Md.
Massachusetts Institute of Technology, Boston, Mass.
Massachusetts State Board of Health, State House, Boston.
Massachusetts Agricultural College, Amherst, Mass.
Metropolitan Water and Sewerage Board, Ashburton Place, Boston.
National Municipal League, North American Building, Philadelphia, Pa.
Russell Sage Foundation, 130 West 22nd Street, New York.
U. S. Department of Agriculture, Washington, D. C.
U. S. Treasury Department, Bureau of Public Health, Washington, D. C.
U. S. Department of Labor, Children's Bureau, Washington, D. C.

CIVIC AFFAIRS

Academy of Political and Social Science, Philadelphia, Pa.
American Civic Association, Union Trust Building, Washington, D. C.

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American Society of Civil Engineers, 220 West 57th Street, New York City.
City Managers Association, Springfield, Ohio.
Garden City Association, London, England.
Harvard College, Department of Government, Cambridge, Mass.
League of American Municipalities, Baltimore, Md.
Massachusetts Highway Commission, Ashburton Place, Boston.
Massachusetts Civic League, 3 Joy Street, Boston
Metropolitan Park Commission, 14 Beacon Street, Boston.
Metropolitan Water and Sewerage Board, Ashburton Place, Boston.
National Conference on City Planning, 19 Congress Street, Boston.
National Housing Association, 105 East 22nd Street, New York City.
National Municipal League, North American Building, Philadelphia, Pa.
National Short Ballot Association, 383 Fourth Avenue, New York City.
University of Liverpool, Department of Civic Design, Liverpool, England.
Reference Bureau *American City*, 87 Nassau Street, New York City.
U. S. Department of Agriculture, Bureau of Roads, Washington, D. C.

AID

American Academy of Political and Social Science, Philadelphia, Pa.
American Civic Association, Union Trust Building, Washington, D. C.
Massachusetts Civic League, 3 Joy Street, Boston, Mass.
Massachusetts State Board of Charity, Boston, Mass.
National Municipal League, North American Building, Philadelphia, Pa.
Russell Sage Foundation, 130 West 22nd Street, New York City.
U. S. Department of Agriculture, Washington, D. C.
U. S. Department of Labor, Washington, D. C.

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Outline Plan for the Organization of a Rural Community [1]

CENTRAL COMMITTEE

Made Up of Officers of Organization and Chairmen of Sub-committees

BUSINESS INTERESTS

1. COMMITTEE ON FARM PRODUCTION.

To study ways of increasing production and to promote such enterprises as: boys' corn, poultry, pig, cattle, and other clubs; girls' canning and garden clubs; cow testing associations, etc.

To make soil surveys, find adaptable crops, and encourage field selection of seed.

To study compost heaps and other methods of conserving manure.

To study systems of rotation and farm organization suitable to the community.

2. COMMITTEE ON MARKETING.

To study ways of marketing farm produce more economically; the kinds of produce demanded by consumers; standardizing, branding, and advertising products; coöperative warehouses, elevators, creameries, shipping associations, etc.

To study marketing through parcels post and express companies.

To study containers, etc. To maintain expert selling agents and selling organizations.

3. COMMITTEE ON SECURING FARM SUPPLIES.

To study purchasing methods; joint orders, carload lots, warehouses, stores, ordering directly from manufacturers, maintaining expert purchasing agents.

To study possibilities of local handicrafts to make things needed on farms: rope, leather harness, furniture, mixing fertilizers.

To study coöperative cold storage plants, slaughter houses, curing bacon, drying beef, coöperative machine shops for repairing farm machinery.

4. COMMITTEE ON FARM FINANCE AND ACCOUNTING.

To study kinds of enterprises which need financing; means of providing capital; farm loans, long and short time; amortization schemes; building and loan associations; coöperative credit associations; systems of accounting; rates of deterioration of various farm tools.

To study how to organize and conduct mutual insurance: fire, accident, life, animal, etc.

5. COMMITTEE ON COMMUNICATION AND TRANSPORTATON.

Roads and telephones. To promote study of cheap and efficient methods of road making and construction, especially in schools. Each school to care for piece of road. Rivalry between schools in road maintenance.

To organize farm neighborhoods for road improvement and *not* to ask for government funds.

To encourage having a telephone in every schoolhouse and mutual telephone lines in every neighborhood.

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SOCIAL INTERESTS

6. COMMITTEE ON EDUCATION.

Vocational, moral, religious. To promote schools, study clubs, lectures, stereopticon and moving picture outfits, libraries, magazine clubs, school gardens.

To make use of state libraries, bulletins of Department of Agriculture, colleges and experiment stations.

To promote boys' and girls' natural history clubs, girls' sewing clubs, millinery, home economics clubs.

To secure expert inspection of country schools by state and county supervisors.

7. COMMITTEE ON SANITATION.

To promote study of sources of common diseases: water supply, milk, flies, mosquitoes, household pests, privies.

To promote school inspection of teeth, eyes, throats, nasal passages, etc.

To study plumbing, sewage, drainage, ventilation.

To promote instruction as to first aid to the injured, nursing, care of infants.

To promote rural district nursing.

To secure for every county a full time health officer, and a well equipped hospital and clinic.

8. COMMITTEE ON RECREATION.

To promote wholesome sports adapted to rural communities, such as,—swimming, horseback riding, "hiking," games for old and young, neighborhood fairs.

To promote rural festivities, combining threshing, husking, cotton picking, and other seasonal work with social recreation.

To promote neighborhood choral clubs, annual musical events by townships, counties, and states.

To promote playgrounds, parks and neighborhood centers.

9. COMMITTEE ON BEAUTIFICATION.

To promote improvement—of lawns, flower gardens, shade trees.

To encourage proper use of paint on farm buildings, artistic construction of bridges, roadside fences, etc.

To promote improvement of church and school grounds, cemeteries, etc.

To develop taste for the means at hand for esthetic enjoyment, *e.g.*, sunset *vs.* electric signs, the sounds of field and forest *vs.* the noises of the city, etc.

10. COMMITTEE ON HOUSEHOLD ECONOMICS.

To study plans for water supply in farm houses, better heating and plumbing systems, use of gas and electricity, cooperative laundries, bakeries, ice houses, and cold storage plants.

To study foods, balanced rations, and satisfactory summer drinks.

To plan kitchens for saving steps, lightening work, etc.

To promote the standardization of dress and millinery.

To develop a feeling of pride in being farm women.

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1 Suggested by Prof. T. N. Carver, adviser on Agricultural Economics, in "The Organization of a Rural Community," from *Yearbook of Department of Agriculture*, 1914.

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The following is a statement of the purpose of the Civic Improvement League of Canada, approved at the conference held at Ottawa in 1916:

Dominion Civic Improvement League

PURPOSE

To assist in promoting the highest interests of the city of —— and the welfare of its citizens by the studying and advancing of the best principles and methods of civic improvement and development, by encouraging and organizing in each community those social forces which make for efficient Canadian citizenship, and by securing a general and effective public interest in all municipal affairs, with special regard to such questions as the following:

1. The form and character of local government and the application of sound economic principles in regard to the administration of municipal business.

2. The preparation of town planning schemes for the purpose of securing proper sanitary conditions, convenience and amenity in connection with the development of land within and surrounding the area of the city.

3. The replanning of old districts, the removal of slum areas, the widening of public thoroughfares, and other reconstruction schemes.

4. The conservation of the industrial and physical resources of the city, with special regard to the housing conditions and health of its citizens and the adequacy and efficiency of its public services.

5. The preservation and increase of natural and structural beauty, the character and position of public monuments, the laying out of parks and open spaces, the planting and preservation of trees, the regulation of public advertising, and the abatement of smoke and other nuisances.

6. The preparation of civic surveys and maps, and the carrying out of investigations into housing, transportation and industrial conditions, methods of land valuation and assessment, etc.

7. The promotion of school and college courses in civics and

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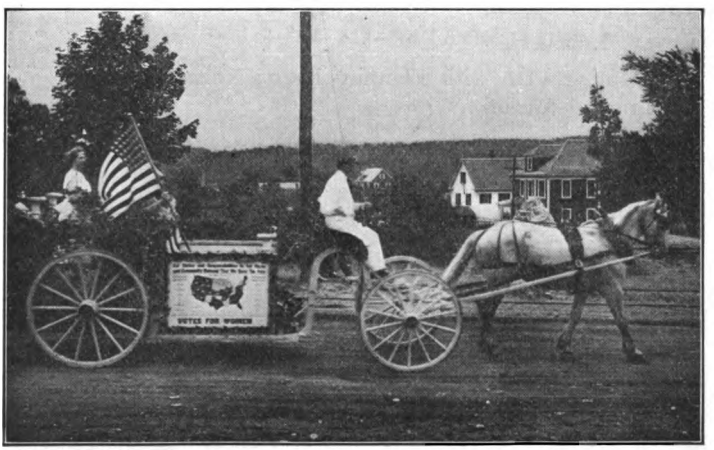
civic design, of exhibitions of works of art and of architectural, engineering and other designs relating to civic improvements, and of public performances of music; and the provision of facilities for the recreation and physical development of the young.

8. The means of securing increased production from the soil within and in the neighborhood of the city by encouraging the cultivation of idle suburban land and a more widespread interest in gardening. (*See* Report of Preliminary Conference, 1915, Commission of Conservation, Ottawa, Canada.)



Suffrage Float, Walpole Federation Parade, July 4, 1915

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WALPOLE TOWN PLANS ON FILE AT THE OFFICE OF THE WALPOLE TOWN PLANNING COMMITTEE[1]

WALPOLE

[2] General Plan (Nolen). Park Lands (Grover)
* Typical Street Sections (Nolen). School Center and Town Forest (Nolen)
General Map (Grover)
Map of Walpole (Edw. A. Jones)

WALPOLE CENTER

* General Plan (Nolen)
Survey (Grover)
* Plan for Central Park (Grover)

PUBLIC LIBRARY

* Planting Plan with Planting Lists (Nolen)
Grading Survey (Grover)

HIGH SCHOOL

* Planting Plan with Planting Lists (Nolen)
Sketch Plan showing new schools (Nolen)
Survey (Grover)
High School lot and additions (Grover)
High School lot and George A. Plimpton lands (Grover)
High School Park

PLIMPTON SCHOOL

Plan Showing Proposed Addition (Nolen)
* Sketch Plan for Grounds about (Nolen)
Sketch Plan for Immediate Development (Nolen)
Grading Plan for Immediate Development (Nolen)
Planting Plan (Nolen)
Survey (Grover)

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[1] Plans starred are shown on following pages.
[2] Frontispiece.

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FISHER SCHOOL, NORTH WALPOLE

Planting Plan (Nolen)
Survey (Grover)
* Design Plan (Nolen)
North School Grounds (Grover)
Plan of Land in Vicinity of Fisher School (Craigue)

ALLEN'S CORNER

* General Plan (Nolen)
Survey (Grover)

SOUTH WALPOLE CENTER

* General Plan (Nolen)
Survey (Grover)

BOYDEN SCHOOL, SOUTH WALPOLE

* Planting Plan with Planting Lists (Nolen)
Survey (Grover)
Preliminary Plan (Nolen)

EAST WALPOLE SQUARE

* General Plan (Nolen)
Survey (Grover)

EAST WALPOLE

* Plan for Park, Lewis Corner, Plimpton and East Sts. (Nolen)
Plan of East and Short Sts. (E. Worthington)

EAST WALPOLE PLAYGROUND

* General Plan (Nolen)
Grading Study (Nolen)
* Planting Plan with Planting Lists (Nolen)
Survey (Grover)
Survey of E. W. School Playground (Grover)
Contour of Ball Field
Revised Planting Plan (Nolen)

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BIRD SCHOOL GROUNDS

* Preliminary Plan (Nolen)
Survey (Grover)
Grading Plan (Grover)
* Planting Plan with Planting Lists (Nolen)
Planting Plan (Grover)

NEPONSET GARDEN VILLAGE

Location Plan for Streets (Nolen)
Sections for Streets (Nolen)
Profile Plan for Streets (Nolen)
[1] Plan for Home Development Showing Copartnership Features (Nolen)
Alternative Study for Center (Nolen)
Location of Proposed Park (Nolen)
General Plan (Nolen)
Land Lots Included in Development (Nolen)
[2] Typical Street Sections (Nolen)
Survey (Grover)
* Francis William Park (Grover)
Playground at East Walpole Park (Grover)
Recreation Field
Recreation Field, Future Development

Metropolitan Park System
Sketch for Drainage System around Sansone Block

Planting Plans for Grounds about Plimptonville Station (Grover)

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[1] Shown on page 183.
[2] Shown on page 229.

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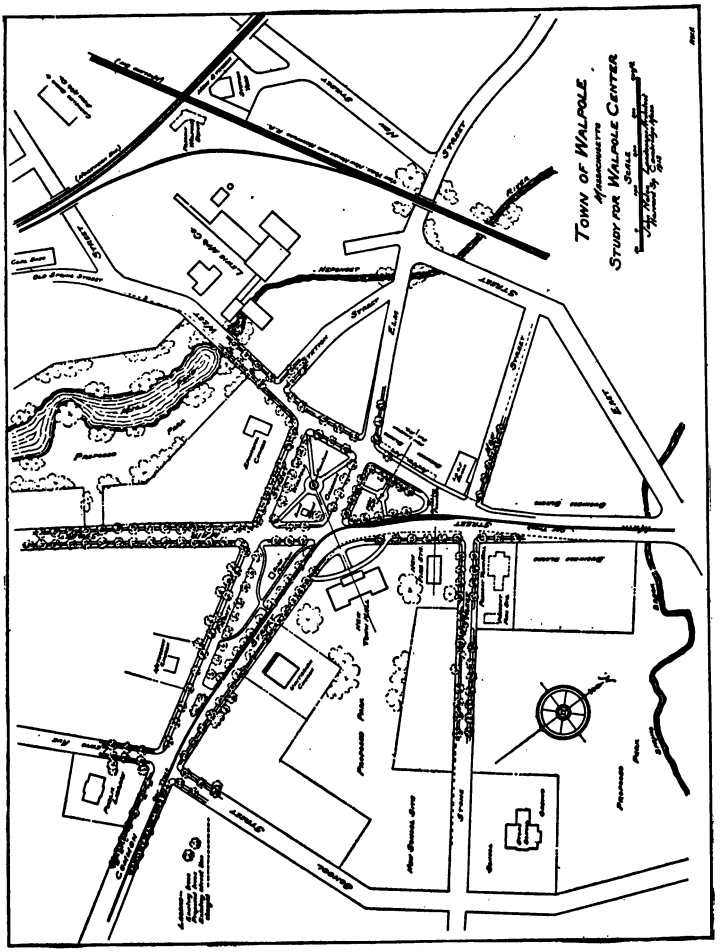

Plan for Civic Center

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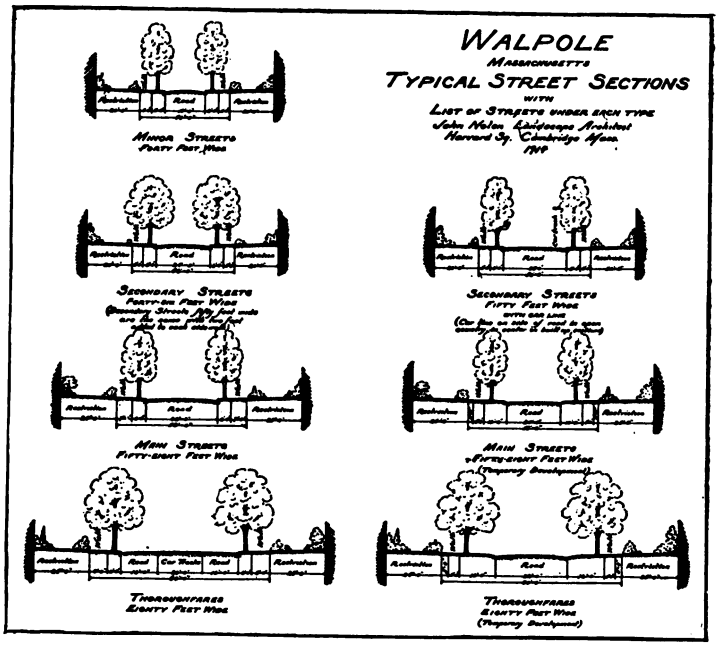

STREET LISTS

Minor Streets: Forty Feet Wide

Allen
Beacon
Beech
Bird
Bowker
Brook
Burritt
Chapman
Clark Ave.
Congress
Fairmount Ave.
Federal
Fuller Ave.
Fuller
Glenwood Ave.
Gill
Grover
Hemlock
High
Joseph
June
Kingsbury
Lake Ave.
Ledge
Lewis Ave.
Lewis Park Ave.
Maple
Massachusetts Ave.
May
Mylod
Norton Ave.
Oak
Ossippee
Park
Pemberton
(Cemetery)
Plain
Pocahontas
Prospect

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Rhoades Ave.	Spring	Sumner
Robbins	Station	Willow
Shawnee	Summit	

SECONDARY STREETS: FORTY-SIX FEET WIDE

Baker	High Plain	Pine
Bullard	Honey Pot	School
Cedar	Kendall	South
Diamond	Lincoln Road	West
Ellis	Neponset	Winter
Granite	North	Willett.
	Peach	

SECONDARY STREETS: FIFTY FEET WIDE

Clap (49½′ wide) East (with cars) Stone
Common (Washington Street to Town Line)

MAIN STREETS: FIFTY-EIGHT FEET WIDE

Coney	Moose Hill Road	Union
Dover (county) (60′)	Norfolk (60′)	Water (60′)
	Pleasant	Walcott Ave.
Fisher	Summer	

THOROUGHFARES: EIGHTY FEET WIDE

Common (Walpole Center to Washington Street)
Elm Main (60′ in Walpole Center)
Gould Plimpton Short
Washington (60′ in South and East Walpole Centers)

SPECIAL STREETS: VARIOUS WIDTHS

Carberry Lane (66′)	Neponset Avenue (33′)	(Treat is 40′ street with wider planting)
Chestnut (33′)		
Front (40′)	Riverside Place (42′–43′)	

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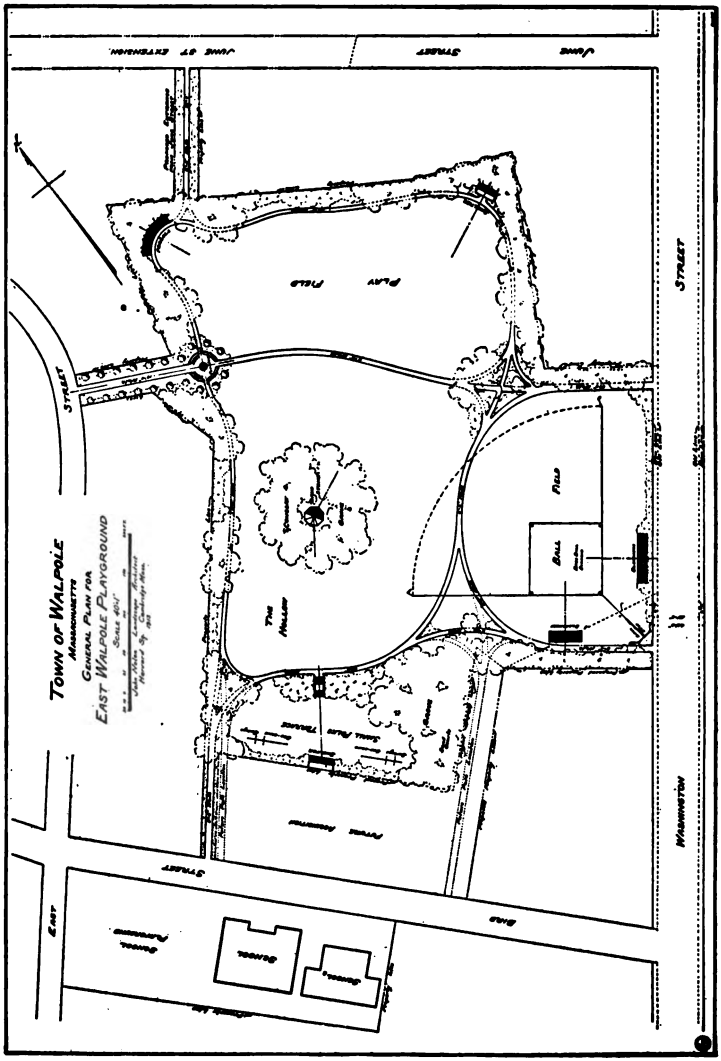

East Walpole Park and Playground

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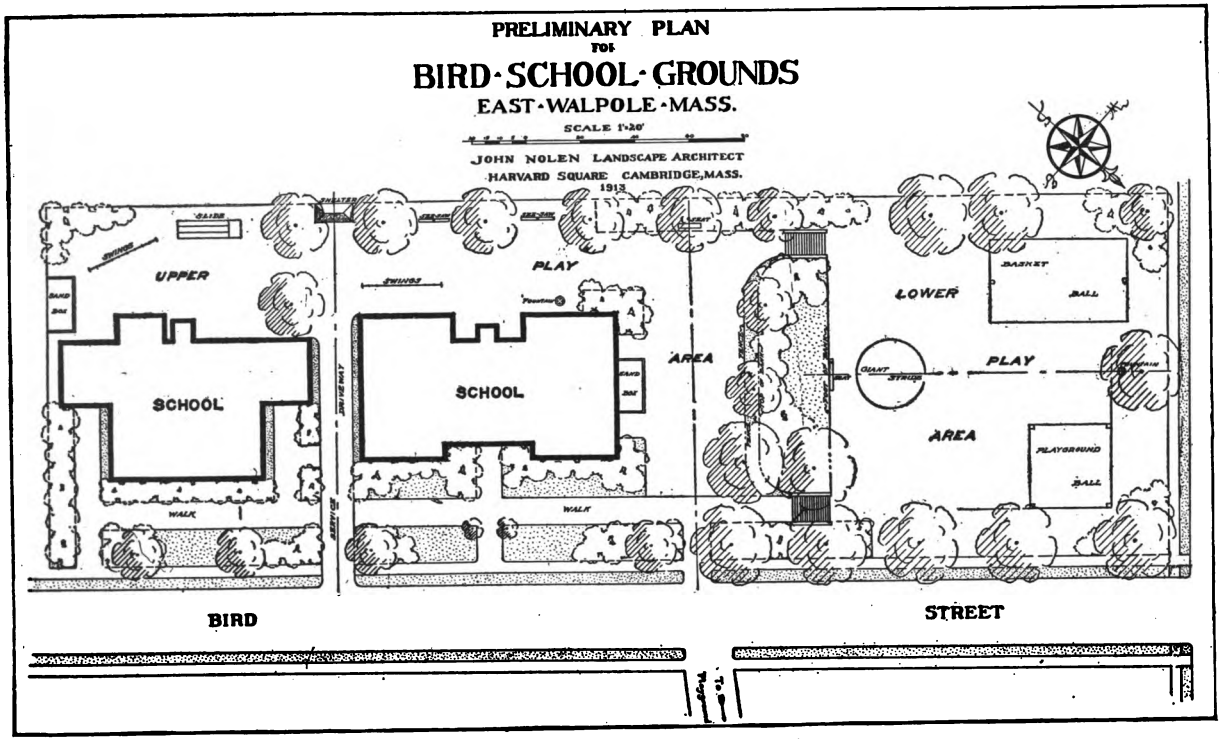

Bird School Grounds Development Plan

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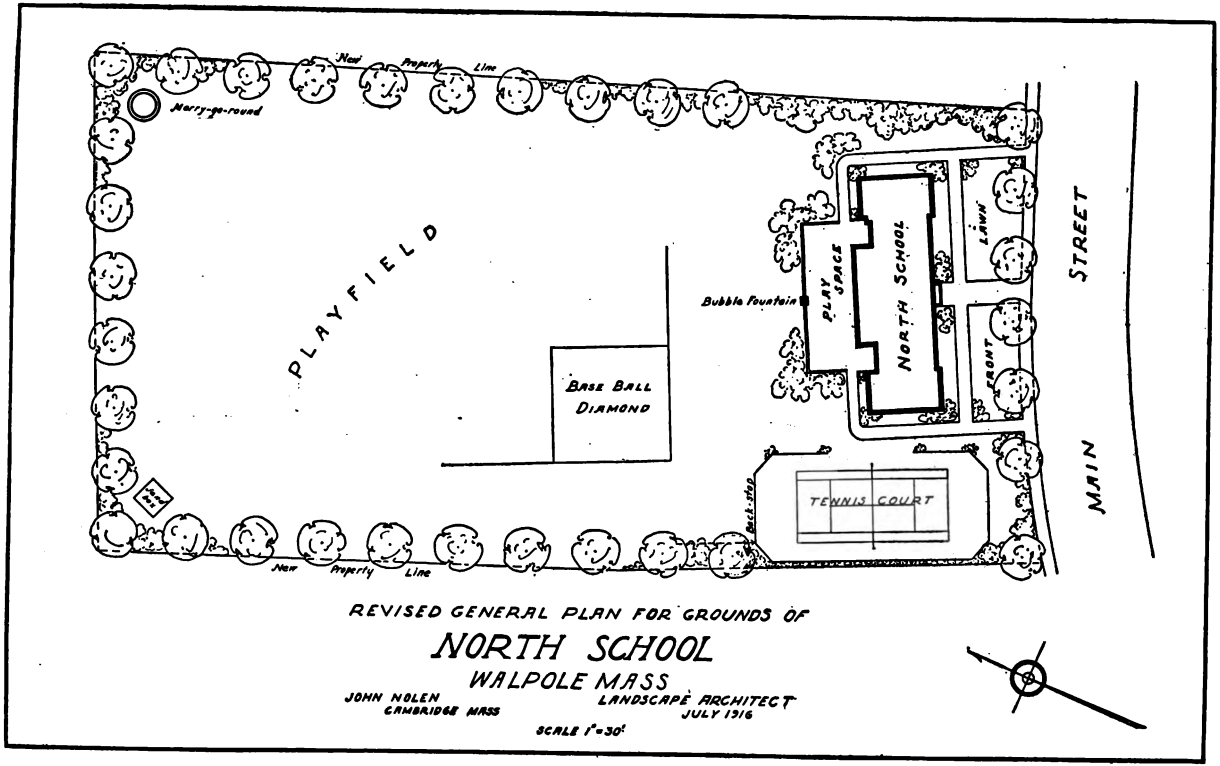

North School, Walpole, Playground

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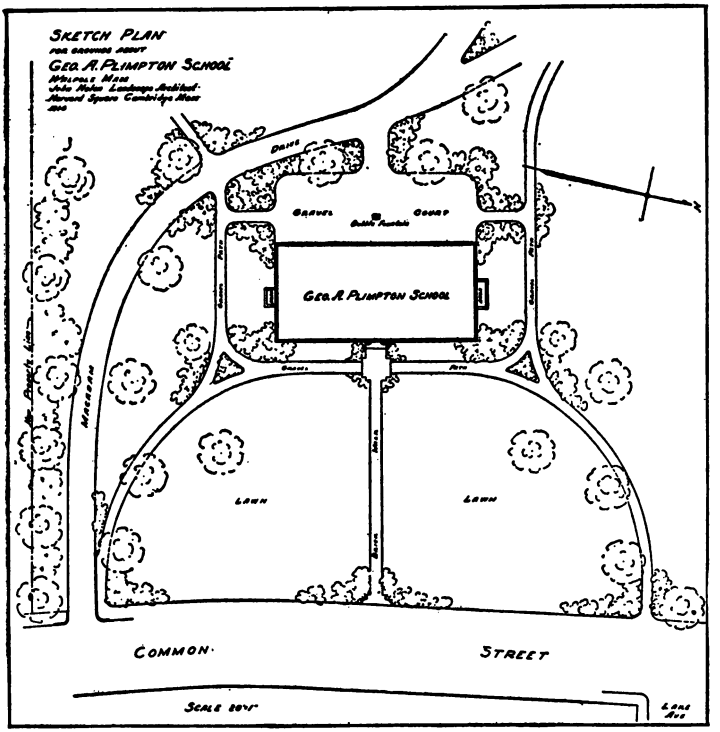

Plan for Development of Grounds about Plimpton School in Connection with Town Forest Plan

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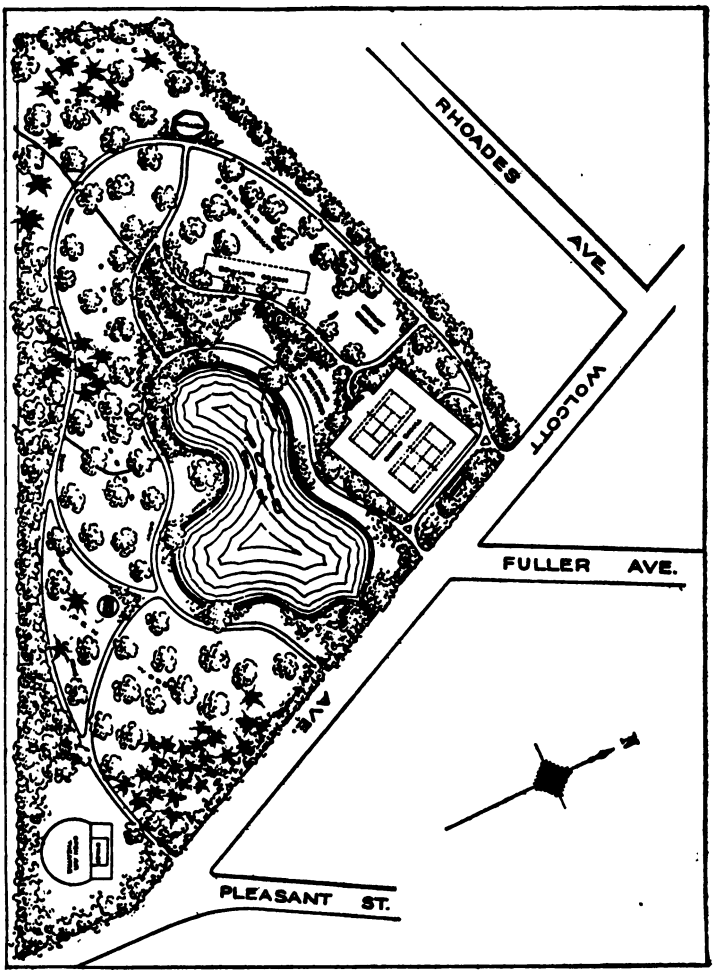

General Plan of Francis William Park
East Walpole, Mass.

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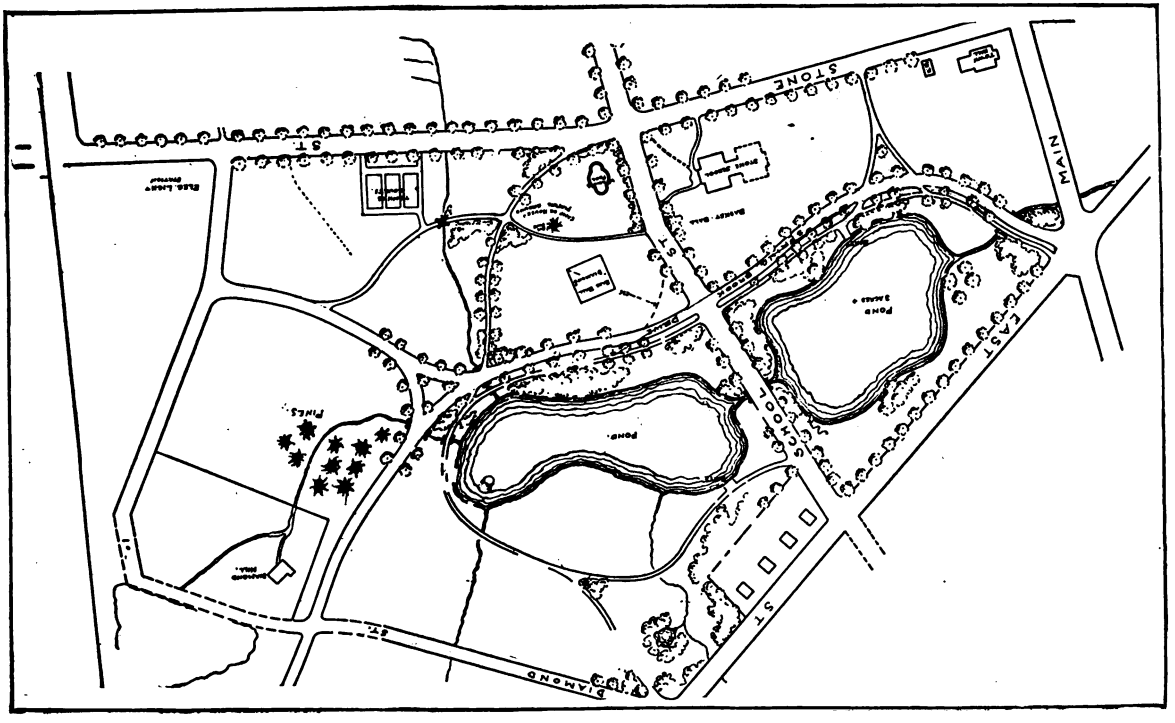

Plan for Central Park, Walpole

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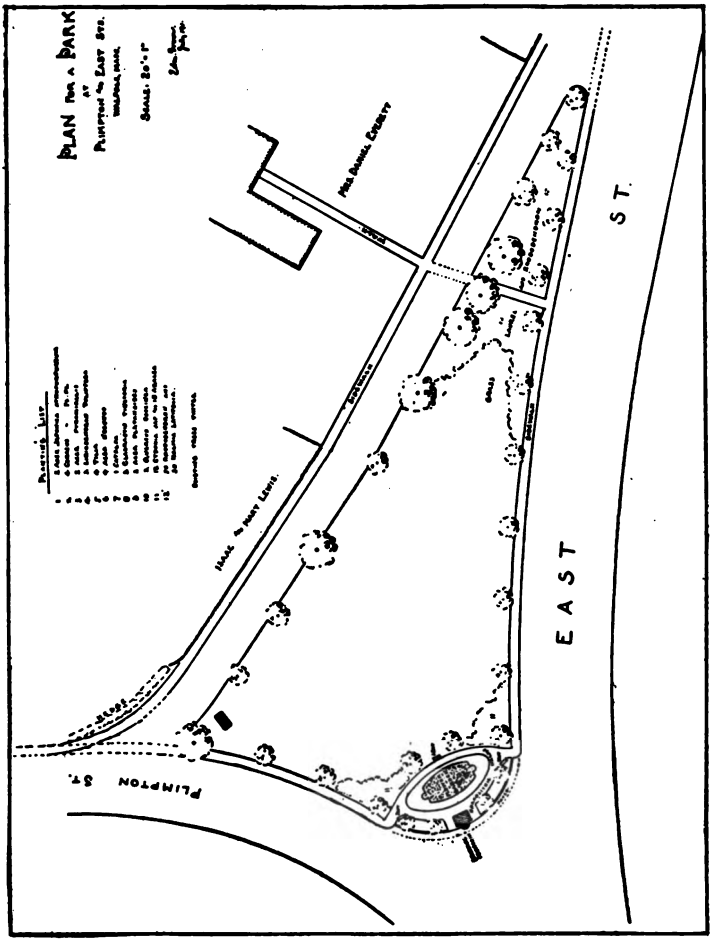

Plan for Park at Lewis Corner, Walpole, Mass.

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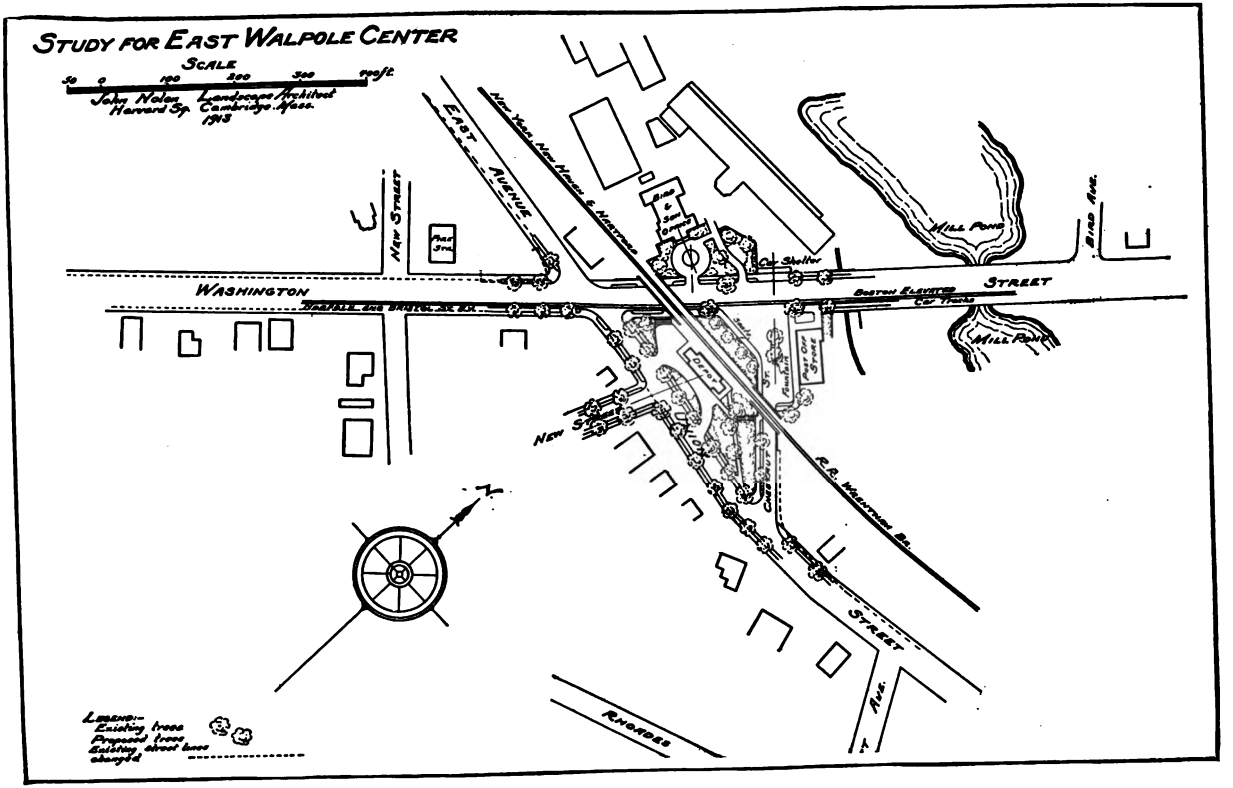

Study for East Walpole Center

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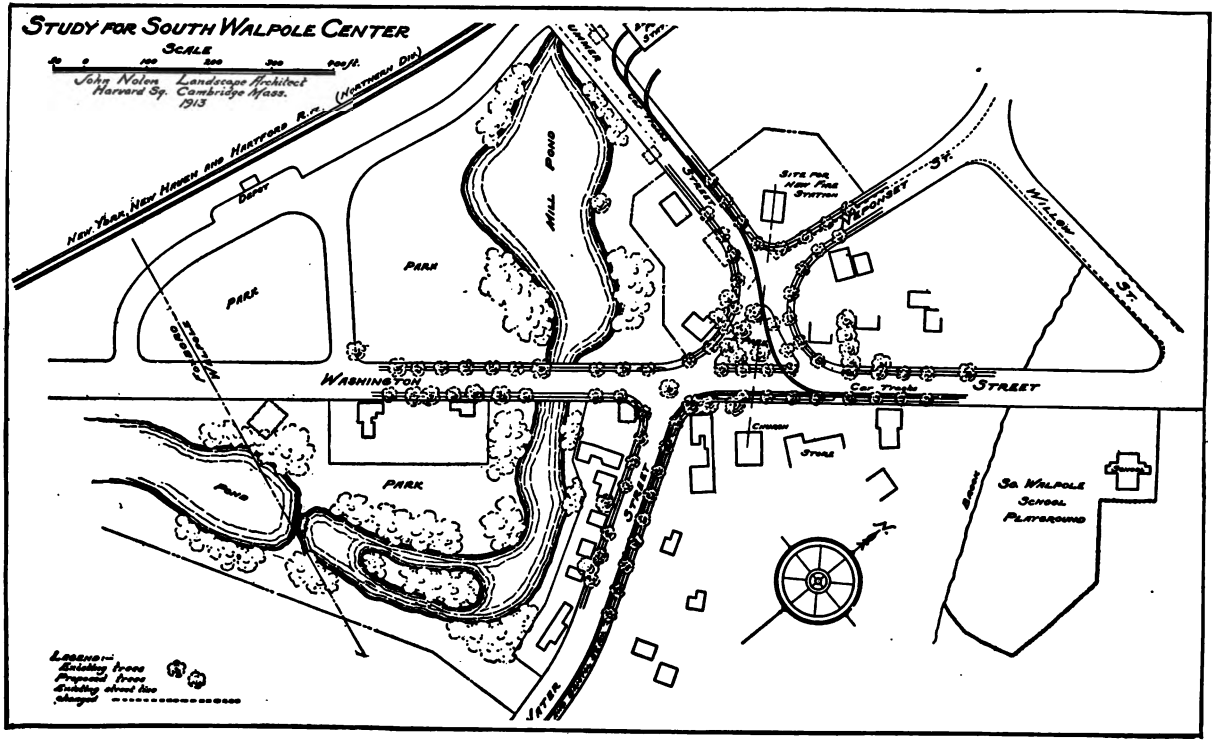

Study for South Walpole Center

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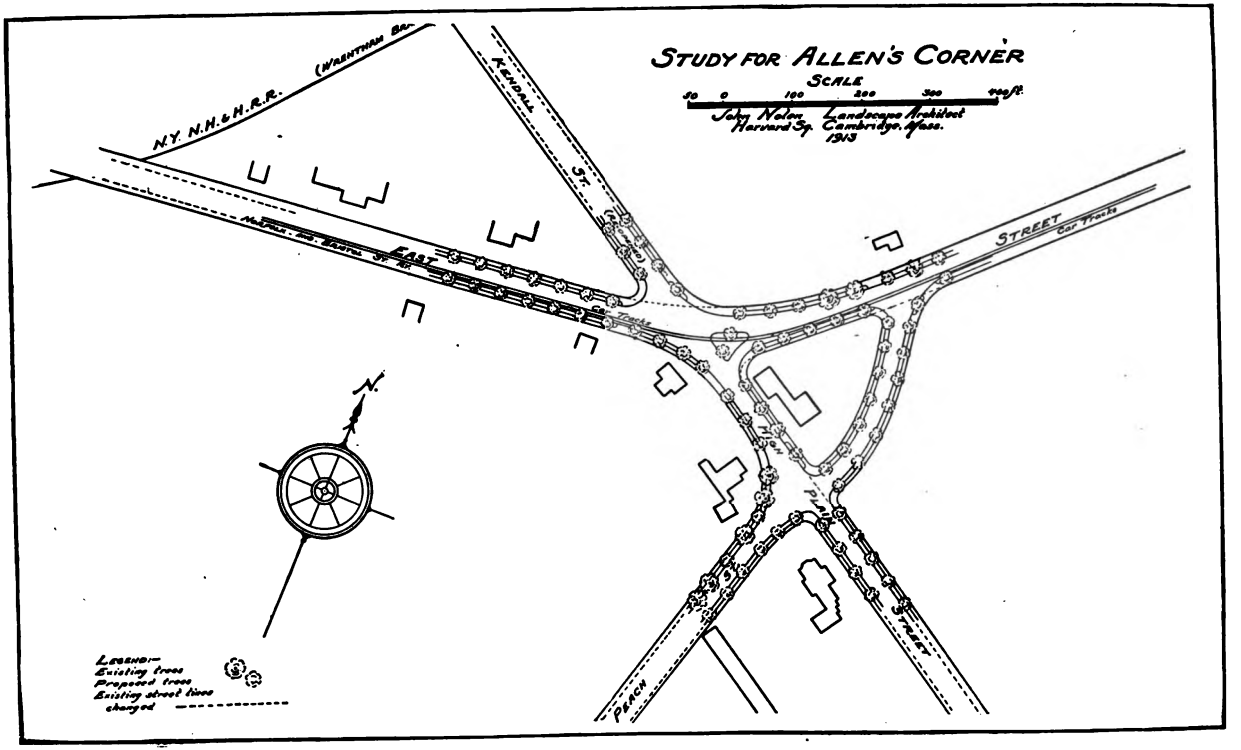

Study for Allen's Corner

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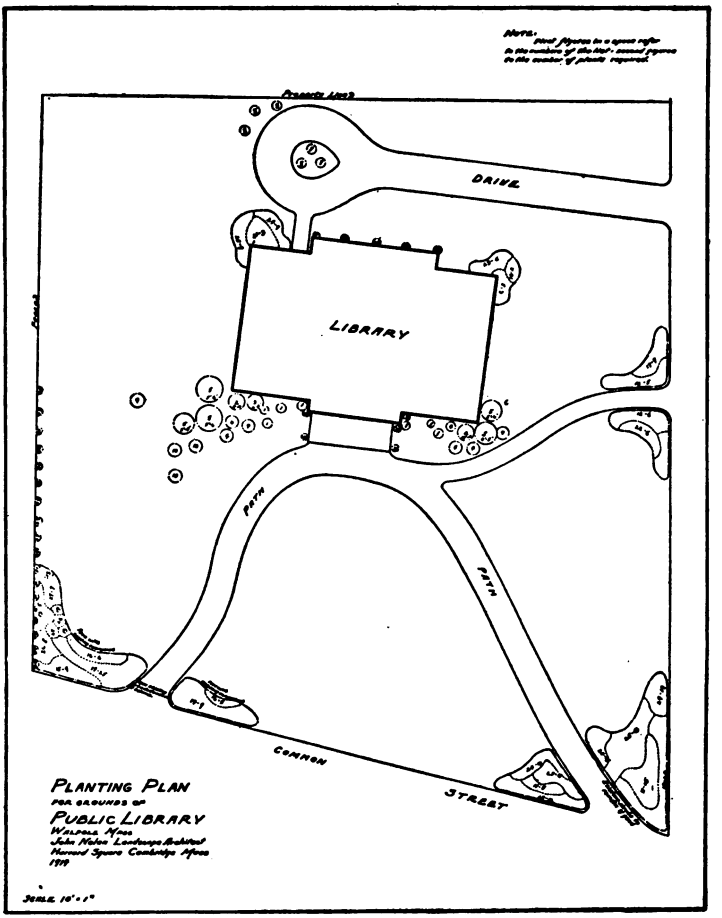
PLANTING PLAN WITH LISTS



Planting Plan for Grounds of Public Library

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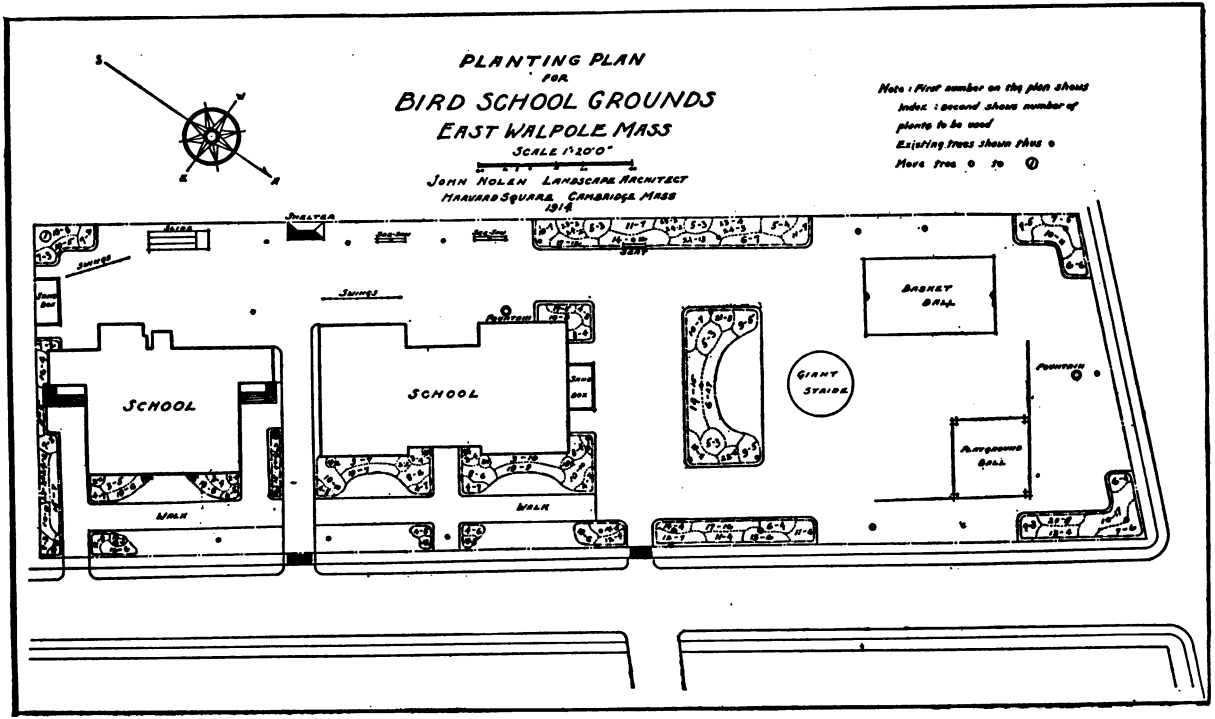

Bird School Grounds

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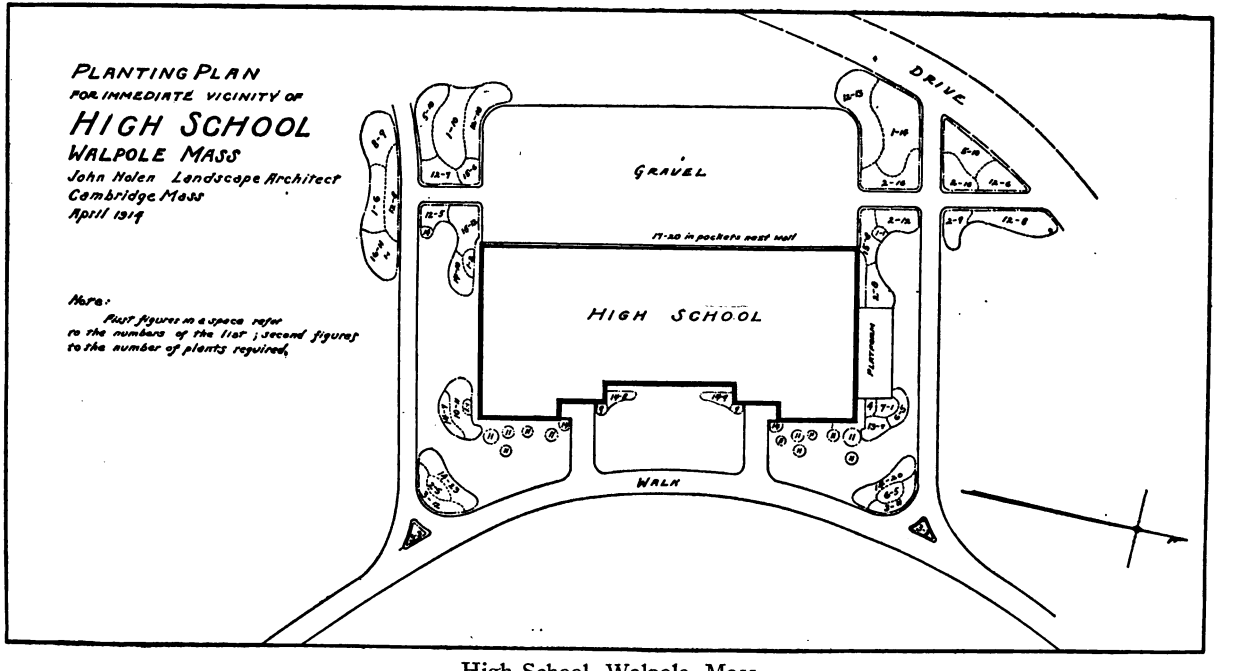

High School, Walpole, Mass.

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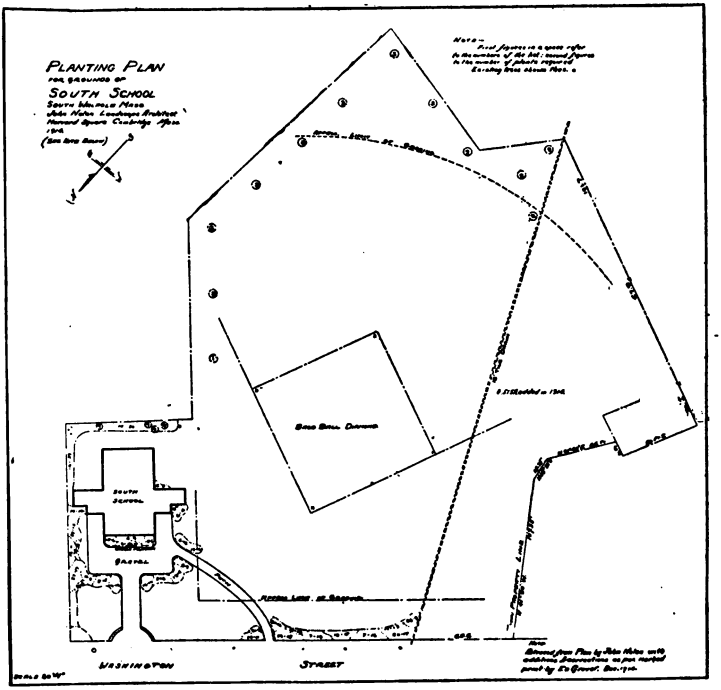

Planting Plan for Grounds of South School

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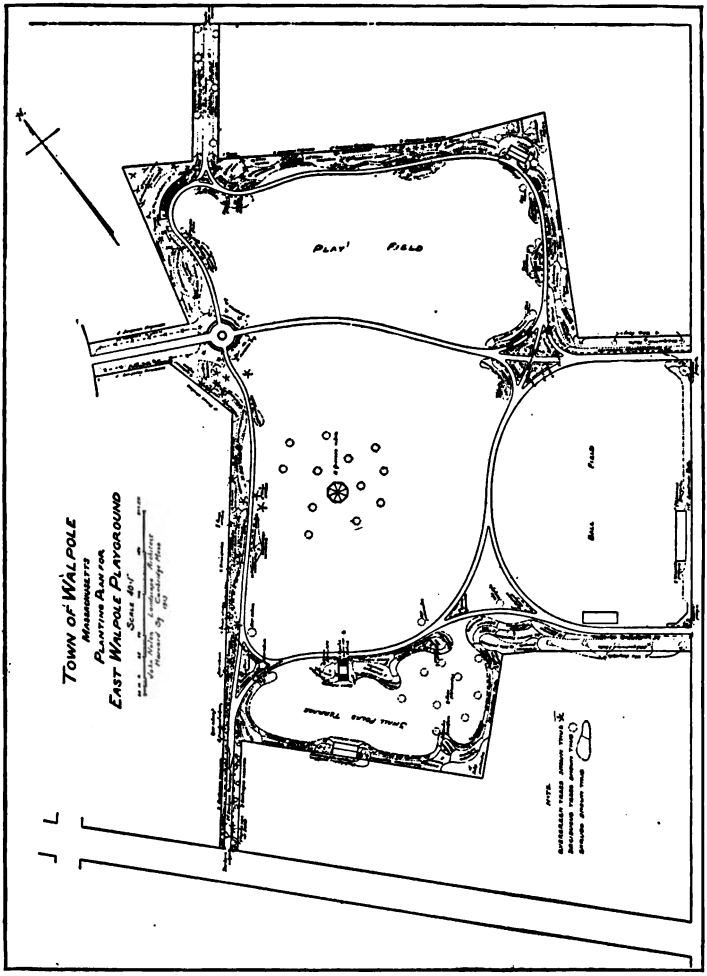

Planting Plan for East Walpole Playground

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Planting Lists

Library Grounds, Walpole, Mass.

Evergreen Trees

1. Juniperus sabina var prostrata. 7 plants.
   Prostrate Juniper.
2. Juniperus Virgiana. 2 plants. 10′–12′ and 8′–10′
   Red Cedar.
3. Juniperus Virgiana. 1 plant. 6′–8′
   Red Cedar.
4. Pinus Mantana. 7 plants.
   Mugho Pine.
5. Pinus cembra. 5 plants. (3– 5′–6′
   (1– 4′–5′
   Scotch Pine. (1– 3′–4′

Deciduous Trees

6. Cornus florids. 3 plants.
   Flowering Dogwood.
7. Cratægus oxycantha flors plens var Pauli. 2 plants.
   Paul's Double Scarlet Thorn.
8. Cratægus oxycantha. 4 plants.
   Hawthorn.
9. Magnolia Yulan. 1 plant.
10. Magnolia Stellata. 3 plants.
    Starlike Magnolia.

Shrubs

11. Æsculus parviflora. 4′ apart. 2 plants.
    Dwarf Horse Chestnut.
12. Aralia pentaphylla. 3′ apart. 20 plants.
13. Cornus Sibirica. 3′ apart. 11 plants.
    Siberian Dogwood.

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14. Cornus Mas. 4′ apart. 6 plants.
    Cornelian Cherry.
15. Forsythia suspensa. 1 plant.
    Golden Bell.
16. Hydrangea paniculata type. 3′ apart. 9 plants.
17. Kalmia Latifolia. 2½′ apart. 12 plants.
    Mountain Laurel.
18. Lonicera Morrowii. 3′ apart. 9 plants.
    Japanese Honeysuckle.
19. Lonicera Alberti. 2½′ apart. 32 plants.
    Dwarf Honeysuckle.
20. Rhododendron maximum. 4′ apart. 25 plants.
21. Rhodotypos kerrioddes, kerria. 3′ apart 6 plants
22. Rhus typhina var laciniata. 4′ apart. 3 plants.
23. Rosa setigera. 3′ apart. 6 plants.
    Prairie Rose.
24. Spiraea Van Houttei. 6 plants.
    Van Houtte's Spiraea.
25. Symphoricarpos racemosus. 2½′ apart. 41 plants.
    Snowberry.
26. Sambucus Canadensis. 3′ apart. 34 plants.
    Elder.
27. Viburnum dentalum. 3′ apart. 8 plants.
    Arrow Wood.
28. Viburnum opulis. 3′ apart. 8 plants.
    High Bush Cranberry.

VINES

29. Ampelopsis Veitchii. 3 plants.
    Japanese Ivy.
30. Ampelopsis Englemanni. 10 plants.
    Woodbine.
31. Tecoma radicans. 1 plant.
    Trumpet Creeper.
32. Ampelopsis heterophylla. 9 plants.
    Turquoise Berry.
33. Hedera Helix. 5 plants.
    English Ivy.

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BIRD SCHOOL GROUNDS, EAST WALPOLE, MASS.

1. Aralia spinosa. 9 plants.
   Hercules Club.
2. Aralia pentaphylla. 3′ apart. 34 plants.
3. Berberis Thunbergii. 2′ apart. 79 plants.
   Japanese barberry.
4. Cornus Mas. 4′ apart. 16 plants.
   Cornelian Cherry.
5. Cornus Silbirica. 3′ apart. 48 plants.
   Siberian Dogwood.
6. Cratægus coccinea. 4′ apart. 24 plants.
   Scarlet Thorn.
7. Diervilla rosea. 3′ apart. 20 plants.
   Wiegelia.
8. Euonymus alatus. 4′ apart. 23 plants.
   Corkybark euonymus.
9. Forsythia intermedia. 3′ apart. 89 plants.
   Golden Bell.
10. Hydrangea paniculata type. 3′ apart. 24 plants.
11. Ligustrum Regelianum. 3′ apart. 17 plants.
    Regel's privet
12. Ligustrum ibota. 3′ apart. 18 plants.
    Privet.
13. Lonicera Morrowii. 3′ apart. 39 plants.
    Japanese Honeysuckle.
14. Prunus tomentosa. 3′ apart. 11 plants.
    Japanese Flaming Cherry.
15. Rhus Coppallina. 3′ apart. 6 plants.
    Shining Sumac.
16. Rosa Rugosa, White. 2′ apart. 33 plants.
    Japanese Rose.
17. Syringa Vulgaris, var. Double White. 3′ apart. 14 plants.
18. Spiraea Van Houteii. 2½′ apart. 27 plants.
    Von Houtte's Spiraea.
19. Spiraea Arguta. 2½′ apart. 8 plants.
    Spiraea.

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20. Symphoricarpos racemosus. 2′ apart. 21 plants.
Snowberry.
21. Symphoricarpos vulgaris. 2′ apart. 6 plants.
Coral Berry.
22. Vivurnum opulus. 4′ apart. 10 plants.
High Bush Cranberry
23. Viburnum dentatum. 4′ apart. 11 plants.
Arrow-wood.

SCHOOL GROUNDS, SOUTH WALPOLE, MASS.

1. Æsculus hippocastanum. 2 plants.
Horse Chestnut.
2. Acer Rubrum. 4 plants.
Red Maple.
3. Quercus rubrum. 6 plants.
Red Oak.
4. Aralia pentaphylla. 3′ apart. 9 plants.
5. Berberis Thunbergii. 2½′ apart. 31 plants.
Japanese Barberry.
6. Berberis vulgaris. 3′ apart. 39 plants.
Common barberry.
7. Cornus Sibirica. 3′ apart. 30 plants.
Siberian Dogwood.
8. Cystisus laburnum. 3′ apart. 3 plants.
Laburnum.
9. Cratægus coccinea. 6 plants.
Scarlet Thorn.
10. Diervilla rosea. 3′ apart. 15 plants.
Wiegelia.
11. Forsythia suspensa. 3′ apart. 9 plants.
Golden Bell.
12. Forsythia intermedia. 3′ apart. 11 plants.
Golden Bell.
13. Lanicera Morrowi. 3′ apart. 25 plants.
Japanese Honeysuckle.
14. Ligustrum ibota. 3′ apart. 109 plants.
Bush Privet.

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15. Philadelphus grandiflorus. 3½′ apart. 12 plants.
Mock Orange.
16. Philadelphus coronarius. 3′ apart. 42 plants.
Mock Orange.
17. Rosa blanda. 2½′ apart. 23 plants.
Early Wild Rose.
18. Ribes Aureum. 3′ apart. 6 plants.
Flowering Currant.
19. Symphoricarpos racemosus. 2½′ apart. 10 plants.
Snowberry.
20. Sambucus Canadensis. 3′ apart. 17 plants.
Elder.
21. Spiraea Van Houteii. 3′ apart. 29 plants.
Van Houtte's Spiraea.
22. Salix caprea. 4 plants.
Pussy Willow.
23. Salix alba. 7 plants.
White Willow.
24. Salix vitellina var aurea. 19 plants.
Golden Twigged Willow.
25. Salix pentandra. 2 plants.
Laurel Leaved Willow.
26. Salix Britzensis. 15 plants.
Orange Twigged Willow.
27. Viburnum Opulus. 3′ apart. 30 plants.
High Bush Cranberry.
28. Alnus glutinosa. 8 plants.
Alder.

East Walpole Playground

Trees

16 Acer rubrum, Red Maple, 40′ apart.
18 Acer platanoides, Norway Maple, 40′ apart.
70 Amelanchier canadenais, Shadbush, 6–8′ apart.
50 Cratægus coccinea, Scarlet Thorn, 6–8′ apart..
40 Juniperus Virginiana, Red Cedar, 6–8′ apart.
7 Laburnum vulgare, Golden Chain.

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6 Magnolia glauca, Swamp Magnolia.
41 Pinus strobus, White Pine.
13 Populus nigra, var. Italica, Lombardy Poplar.
22 Pyrus Americana, American Mountain Ash, 6–8′ apart.
12 Quercus rubra, Red Oak, 40′ apart.
25 Salix pentandra, Laurel-leaved Willow, 6–8′ apart.
18 Tilia dasystyla, Linden, 40′ apart.

SHRUBS

21 Æsculus parviflora, Dwarf Buckeye, 3½–4′ apart.
35 Berberis vulgare, Common Barberry, 2½–3′ apart.
125 Berberis Thunbergii, Japanese Barberry, 2–2½′ apart.
205 Clethra alnifolia, Sweet Pepperbush, 3′ apart.
17 Cornus mas, Cornelian Cherry, 4′ apart.
105 Cornus Paniculata, Panicled Dogwood, 3′ apart.
15 Cornus sanguinea, Red Osier, 3 apart.
90 Cornus sericea, Silky Dogwood, 3′ apart.
18 Cornus sibirica, Siberian Dogwood, 3′ apart.
150 Forsythia suspensa, Golden Bell, 3′ apart.
17 Hamamelis Virginiana, Witch Hazel, 4′ apart.
300 Ligustrum ibota, Chinese Privet, 3–4′ apart.
40 Ligustrum ibota regelianum, Regel's Privet, 3–4′ apart.
15 Lindera benzoin, Spice Bush, 3–4′ apart.
22 Lonicera fragrantissima, Fragrant Honeysuckle, 3′ apart.
170 Lonicera Morrowii, Japanese Honeysuckle, 3′ apart.
50 Philadelphus grandiflorus, Syringa, 4′ apart.
120 Rhus copallina, Shiny Sumac, 3′ apart.
165 Rhus aromatica, Fragrant Sumac, 2′ apart.
60 Rhus glabra, Smooth Sumac, 4′ apart.
50 Rhamnus frangula, Buckthorn, 3′ apart.
52 Ribes aureum, Flowering Currant, 2½–3′ apart.
100 Rose rugosa, Japanese Rose, 2½′ apart.
52 Rosa setigera, Prairie Rose, 2½–3′ apart.
90 Sambucus canadensis, Black-berried Elder, 3′ apart.
50 Sambucus pubens, Red-berried Elder, 3′ apart.
15 Spiraea opulifolia, Ninebarck, 3′ apart.
75 Spiraea sorbifolia, Sorb-leaved Spiraea, 3′ apart.
60 Spiraea Van Houttei, Van Houtte's Spiraea, 3′ apart.

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140 Symphoricarpos racemosus, Snowberry, 2½–3′ apart.
17 Syringa vulgaris, Common Lilac, 4′ apart.
50 Syringa vulgare alba, White Lilac, 4′ apart.
6 Syringa josikea, Hungarian Lilac, 4′ apart.
20 Viburnum acerifolium, Maple-leaved Viburnum, 3′ apart.
40 Viburnum cassinoides, Withered, 4′ apart.
35 Viburnum dentatum, Arrowwood, 3′ apart.
30 Viburnum lantanoides, Hobble-bush, 3′ apart.
35 Viburnum opulus, Highbush cranberry, 3′ apart.
55 Virburnum tomentosum var. plicatum, Snowball, 3′ apart.
30 Weigelia diervilla alba, White Weigelia, 3′ apart.
30 Xanthorhiza apilfolia, Yellow-root, 2′ apart.

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Example of Districting or Zone Plan

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PART III

APPENDICES

APPENDIX I

GENERAL STATISTICS OF WALPOLE

Area in square miles	21.6
Population, estimated	5,600
Total valuation, April 1, 1915	$7,529,987.00
Real estate valuation	4,543,291.00
Personal Property Valuation	2,986,696.00
Tax rate, 1915	18.10
Total net debt, Dec. 31, 1915	200,739.00
Total net debt inside debt limit	131,639.00
Total net debt outside debt limit (Water debt)	69,100.00
Miles of highways, total	65.15
Miles of state highways	4.97
Miles of county ways	28.21
Miles of town ways	25.54
Area of parks, playgrounds and other public lands, including recently donated town forest site	143.53 acres

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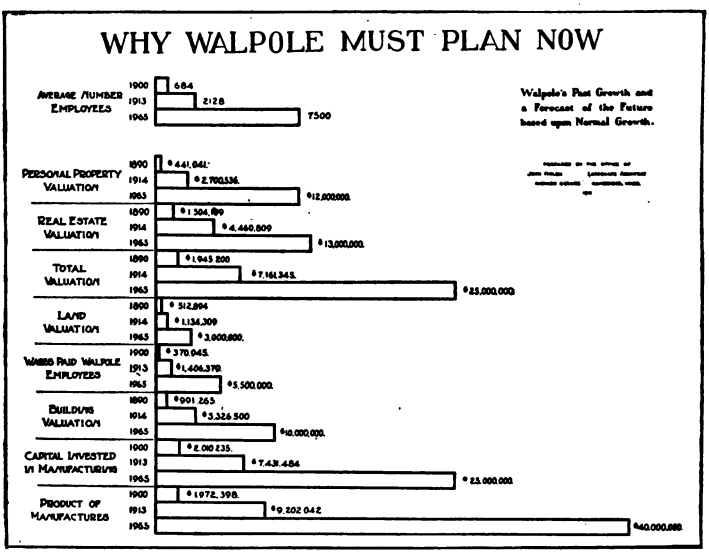
APPENDIX II

WHERE THE PENNIES WENT

PROPORTION OF EACH DOLLAR SPENT IN MAINTAINING THE VARIOUS TOWN DEPARTMENTS DURING 1915

General government	$0.0417
Protection of life and property	.089
Health and sanitation	.0137
Highways and bridges	.2248
Street lighting	.0493
Charities	.0508
Education	.27
Libraries	.0181
Parks and recreation	.0624
Unclassified	.005
Interest and debt requirements	.1737



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APPENDIX III

GROWTH OF WALPOLE

The statistics submitted in the annual report of the Town Planning Committee show growth of Walpole during the last 24 years, as follows:

Valuation

	1890	*1895*	*1900*	*1905*	*1910*	*1914*
Total	$1,945,200	$2,180,909	$2,665,680	$3,686,280	$5,402,570	$7,161,345
Real Estate	1,504,159	1,739,407	2,107,884	2,484,270	3,565,361	4,460,809
Personal	441,041	441,502	557,796	1,202,010	1,837,209	2,700,536
Value of Buildings	991,265	1,133,510	1,421,569	1,768,035	2,541,479	3,326,500
Value of Land	512,894	605,897	686,315	716,235	1,023,882	1,134,309

Manufactures

	1900	*1905*	*1910*	*1912*
Capital	$2,010,235	$2,734,813	$5,127,012	$7,750,374
Value of Product	1,972,398	3,211,066	6,938,561	8,719,580
Average number of wage earners	684	943	1,592	1,831
Total wages	$ 370,945	496,186	882,292	1,096,480

Population

	1895	*1900*	*1905*	*1910*
Total	2994	3572	4003	4892

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APPENDIX IV

AREA OF PARKS, PLAYGROUNDS AND OTHER PUBLIC LANDS IN WALPOLE

Date	*Bought of*		*Gift of*	
11/6/1739			Walpole Common where Plimpton fountain is located, Thomas Clapp, 75 ft. wide.....	.25
9/15/1789	Part of Walpole Common where band stand is located, bought of Jacob & Ichabod Clapp for £6, 16s. 9d.	.725		
2/19/1828			Part of Walpole Common where band stand is located, Warren Clapp, Harlow Lawrence, Ebenezer Stone, Everett Stetson, Horatio Wood, John Gilbert, Joseph Hawes, Truman Clarke, Richard Hartshorn, John P. B. Storer, Asa Whitman, Nathaniel Bird, Joseph Ellis, Daniel Kingsbury, Harvey Clapp, Joshua Stetson, Jr.	1.75
9/10/1828			Walpole Common where Bird fountain is located, Jacob Clapp, Jr., and Lewis Clapp....	.206
	Total.....	.725	Total.....	2.206
?	So. Walpole Common	.5		
10/7/1808	So. Walpole Common, bought of John Needham for $2.00	.013		
	Total.....	.513		
7/2/1885	Stone School lot, Ebenezer Clapp for $12.00...	1.5		
About 1885	Town Hall lot	.46		
11/8/1885	East Walpole School lot, F. W. Bird.....	.517		
5/2/1904	East Walpole School lot, Thos. Morrissey.....	.24		
	Total.....	.757		
7/6/1901	Center Fire House, Edmund Clapp for $275....	.1146		
Jan., 1902				
3/9/1907			Public Library lot, Chas. S. Bird	.75
4/14/1910	So. Walpole Playgrounds, Elbridge P. Boyden. for $550	1.5	High School Grounds, Geo. A. Plimpton	19.75
7/31/14	So. Walpole Playgrounds, William H. Morrison, for $350	.5		
	Total.....	2.		
5/17/1911	E. Walpole Playgrounds, Frank F. Courtney..	3.4		
	Frank F. Courtney	3.4		

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Date	Bought of		Gift of	
6/22/1911	Frank Courtney and others	.045		
6/30/1911	Sarah Pettee	2.57		
	T. F. Maguire	2.11		
11/6/1915	Bartholomew Fitzgerald	.191		
	Total	8.316		
6/30/1911	E. Walpole Fire House lot, T. F. Maguire	.116		
	Clara Morse	.043		
	Total	.159		
1912	Fisher School, heirs of Mary E. Bullard, Emma F. Ellis, E. T. Cobb, C. E. Andrews	2.		
1915			Fisher School, C. S. Bird, Jr., G. A. Plimpton, M. F. McCarthy	.62
1916	Fisher School, C. E. Andrews	.088		
	E. T. Cobb	.51		
	Total	2.598	Total	.62
5/16/13			Plimpton School Grounds, G. A. Plimpton	5.215
July 1916			Lot adjoining Plimpton School, C. S. Bird	.58
			G. A. Plimpton	.14
			Total	5.935
1915	Walpole Center Park, Clapp, Hartshorn, Walsh,			
1915	Nicholson, Jr., $9,000	34.34		
1915			Walpole Center Park, C. S. Bird, Jr.	2.75
			G. F. Willett	2.8
	Total	34.34	Total	5.55
March 1916			Town Forest, G. A. Plimpton	57.
1916			Lewis Corner Park, G. A. Plimpton	.62

Total area of school grounds	31.16
" " " parks	101.
" " " playgrounds	10.316
" " " other lands	1.484
Total area of town lands	143.96
1916, sold to Norfolk County Agricultural School for $500	.43
Total area of town lands	143.53

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APPENDIX V

LAWS AND SPECIAL STATUTES ACCEPTED BY WALPOLE[1]

Year	Accepted
1869	Section 3, Chapter 39 of General Statutes, and Chapter 110 of the Acts of 1869, empowering the chairmen of the boards of assessors of the towns of Dedham, Foxboro and Wrentham, acting as a committee to appraise the school-houses and other property belonging to the different school districts.
1888	Chapter 431 of the Acts of 1888, authorizing town of Walpole to unite with town of Bridgewater for the purpose of employing a school superintendent. This action was rescinded in 1901, and the town voted to unite with towns of Franklin, Foxboro, Medfield, Mansfield, Norton, Sharon, Norfolk, Stoughton, Medway and Wrentham, or with any one or more of them, for the purpose of employing school superintendent.
1892	Sections 20, 21, 22, 23, and 24 of Chapter 50 of the General Statutes, relative to the laying of sidewalks.
1894	Chapter 277 of the Acts of 1893 entitled "An Act To Supply The Town Of Walpole With Water."
1895	Sections 1 to 9, inclusive, of Chapter 51 of the Public Statutes, relating to the Assessment of Betterments.
1903	Section 103 of Chapter 48 of the Revised Laws of 1902, relative to the fixing of Building Lines.
1900	Chapter 374 of the Acts of 1895, relative to the election of a single Highway Surveyor.
1905	Section 18 of Chapter 122 of the Acts of the General Court, relative to the appointment of an Inspector of Wires.
1907	Section 22 of Chapter 21 of the Revised Laws, relative to watering of streets, and the assessment of twenty-five per cent of the cost, pro rata, upon owners of abutting property.
1911	Section 1 and sections 4 to 12, inclusive, of Chapter 104

[1] Compiled by Harry L. Howard.

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of the Revised Laws, relating to the inspection of materials, construction, alteration and use of buildings and other structures.

1911 Chapter 346 of the Acts of 1902 providing for the election of moderators of town meetings for the term of one year.

1912 Chapter 598 of the Acts of 1910, providing for an audit and installation of system of accounts for the town by the Director of the Bureau of Statistics.

1912 Chapter 624 of the Acts of 1910, providing for the appointment of a town accountant.

1912 Sections 1 to 14, inclusive, of Chapter 28 of the Revised Laws, relating to laying out of public parks.

1913 Chapter 633 of the Acts of 1912, entitled "A Tenement House Act For Towns."

1913 Section 1, Chapter 624 of the Acts of 1910, abolishing Board of Auditors, following adoption of State audit and accountancy system.

1914 Chapter 572 of the Acts of 1913, amending section 103 of Chapter 48 of the Revised Laws, relative to the establishment of building lines.

1915 Chapter 191 of the Acts of 1907, empowering Board of Selectmen to act as Board of Survey.

1915 Section 58 of Chapter 48 of the Revised Laws, giving town officers concurrent jurisdiction, with County Commissioners, over highways and county bridges.

1915 Section 103 of Chapter 48 of the Revised Laws, relative to the establishment of building lines.

1915 Section 85, Chapter 48 of the Revised Laws, relating to reserved spaces in roads and public ways.

1915 Sections 1 to 8, inclusive, of Chapter 50 of the Revised Laws, relative to the assessment of betterments.

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APPENDIX VI

COPIES OF FOLDERS SENT OUT BY THE WALPOLE IMPROVEMENT FEDERATION, IN "BETTER WALPOLE 1920 CAMPAIGN"

WALPOLE IMPROVEMENT FEDERATION

1920 Better Walpole Campaign

TO THE CITIZENS OF WALPOLE:

The purpose of this note and inclosed form is to enlist your personal assistance in promoting the general welfare and development of Walpole. The recent adoption of a town plan for the physical development of Walpole marked the beginning of a campaign for a better Walpole. A similar plan is needed for promoting the civic advance and general welfare of the community. With these as a basis, it will be possible to draw up a comprehensive program for future accomplishment.

The Walpole Improvement Federation is now planning a campaign, to be started at once, for successfully carrying out before 1920, the various features of such a program as finally adopted. This movement is to be known as the Walpole 1920 Campaign.

By sending in your suggestions, by checking the items on the inclosed form in which you are interested, and by offering a suggestion for a slogan for the 1920 Better Walpole Movement, you will render valuable aid to us in the preparation of a program which will represent what Walpole wants. This program should include the things most desired by *all* the citizens of Walpole. It must be thoroughly representative. It calls for the coöperation of every one. The Walpole 1920 program should represent not only what you think should be done, but what you are willing to help accomplish. If there are any features not included in the list, tell us about them. The program that shall be finally adopted shall be *your* program. Walpole is your town. Whatever you do to promote its development helps you, or assures the well-being of your children or those who come after you.

Please return your folder with suggestions to the Chairman

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of the Program Committee of the 1920 Movement, Box 182, East Walpole, Mass., before February 22nd.

Trusting that you will coöperate with the Improvement Federation in establishing Walpole's right to be known as "A Community with a Purpose," we are

Yours very truly,

Program Committee
Walpole Improvement Federation
1920 Campaign

W. J. W. WHEELER, *Chairman*
EDMUND GROVER
THOS. F. MAGUIRE
REV. ALEX. MCKENZIE
M. F. MCCARTHY
C. S. BIRD, JR.
G. W. TOWLE

February 1, 1915.

Return this folder with your suggestion to the Walpole 1920 Program Committee, Box 182, East Walpole, Mass., before February 22, 1915.

What suggestion have you for a slogan or catch phrase to be used in the 1920 Better Walpole Campaign?

Please mark with X the subjects in the following list which interest you most and offer any suggestion of what you think could be practicably accomplished in the interest of all the citizens, in any one of the following subjects, by 1920.

NOTICE: Make your suggestions as clear and as brief as possible. If you could better give your suggestion verbally, make an appointment with any member of this committee, who will be glad to talk it over with you.

1. TOWN BUILDING	*c.* Good Roads
a. Town Administration	*d.* Parks
b. Town Planning	*e.* Playgrounds

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f. Civic Center

g. Public Safety, Fire and Police Protection

h. Commercial and Industrial Development

i. Promotion of Farming

j. Transportation

k. Trade Center

l. Town Advertising

m. Town Newspaper

2. HEALTH

a. Pure Water

b. Pure Food

c. Milk

d. Sewage Disposal

e. Clean Streets

f. Sanitary Inspection

g. Health of School Children

h. Improved Housing

i. Ashes and Waste Disposal

j. Visiting Nurse

k. Care of Infants

l. Infirmary or Hospital Service

m. Suppression of Flies and Insect Pests

3. EDUCATION

a. General

b. Vocational Training

c. School Buildings and Surroundings

d. Public Library

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e. Reading Rooms.

f. Lectures

g. Evening Schools

4. Civic Welfare

a. Charities

b. Social Centers

c. Wider Use of School Buildings

d. Coöperation

e. Organized Societies

f. Organization of Co-operative Societies

g. Coöperative Laundry, Stores, etc.

5. Recreation

a. Athletic Games

b. Theatricals

c. Moving Pictures

d. Choral Society

e. Concerts

f. Orchestra

g. Pageant

h. Annual Fair

i. Dancing

(Here followed the recommendations included in Mr. Nolen's Report, Chapter II, Part II, on which notes and suggestions were requested. Appendix VII shows the returns.)

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APPENDIX VII

SUMMARY OF RETURNS FROM FOLDERS

Figures to right of items indicate number of times crossed.

1. TOWN BUILDING
   - a. Town Administration 19
   - b. Town Planning .. 27
   - c. Good Roads 57
   - d. Parks 28
   - e. Playgrounds 21
   - f. Civic Center 29
   - g. Public Safety, Fire and Police Protection 23
   - h. Commercial and Industrial Development 16
   - i. Promotion of Farming 29
   - j. Transportation ... 16
   - k. Trade Center 14
   - l. Town Advertising 10
   - m. Town Newspaper. 21

2. HEALTH
   - a. Pure Water 17
   - b. Pure Food 16
   - c. Milk 21
   - d. Sewage Disposal . 27
   - e. Clean Streets 25
   - f. Sanitary Inspection 22
   - g. Health of School Children 26
   - h. Improved Housing 15
   - i. Ashes and Waste Disposal 42
   - j. Visiting Nurse ... 27
   - k. Care of Infants .. 12
   - l. Infirmary or Hospital Service 16
   - m. Suppression of Flies and Insect Pests 24

3. EDUCATION
   - a. General 10
   - b. Vocational Training 21
   - c. School Buildings and Surroundings 18
   - d. Public Library ... 16
   - e. Reading Rooms .. 15
   - f. Lectures 10
   - g. Evening Schools .. 29

4. CIVIC WELFARE
   - a. Charities 11
   - b. Social Centers ... 10
   - c. Wider Use of School Buildings 20
   - d. Coöperation 16
   - e. Organized Societies 7
   - f. Organization of Coöperative Societies 11
   - g. Coöperative Laundry, Stores, etc. . 15

5. RECREATION
   - a. Athletic Games ... 22

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b. Theatricals 5
c. Moving Pictures .. 14
d. Choral Society ... 13
e. Concerts 11
f. Orchestra 6
g. Pageant 19
h. Annual Fair 14
i. Dancing 4

RECOMMENDATION FROM MR. NOLEN'S REPORT

1. New street to form a better connection between Union and Coney Streets..... 9
2. East Walpole Center. For proposed arrangement of station grounds and square near post office see detail study 23
3. New playfield now being built at East Walpole..... 11
4. Reservation for park purposes, of shores around pond... 13
5. Bird Schools. Plans have been made for these grounds. See detail study, page 377 4
6. Plimpton Street should be widened and improved, as it is the only cross street in this vicinity..... 6
7. East Street widened..... 58
8. Reservation about Plimpton Pond as part of the parkway system along the Neponset River..... 3
9. The new brick school has just been finished. It occupies more space than the old wooden building, and the next step is to enlarge the school grounds..... 2
10. New connections to make a through direct route from East Walpole to Medfield. Gould and Hill Streets should both be widened..... 4
11. Parkway along river connecting up the ponds and forming a complete chain up the valley..... 7
12. Changes in and about Allen's Corner have been shown on a detail study..... 2
13. Washington Street should be made a uniform width of sixty feet, and the roadway improved as to grade and surface..... 22
14. Parkway extension from Clark's Pond to connect with a proposed scheme running into Sharon..... 4
15. North School. The grounds will prove inadequate in the near future, and more land needed..... 3
16. Low land between East and Stone Streets to be drained and made into broad meadow-like park and playfield.. 27

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17. Reservation about Stetson's Pond, at least wide enough to insure the control of the shores for public use..... 8
18. Stone school playground..... 9
19. The high school grounds look very well from the street, but there are still big opportunities for improvements in the back land. Plans for this are under way..... 4
20. The Plimpton school grounds should be put into shape.... 3
21. Owing to the double turn in Common Street, the approach to Washington Street is dangerous and abrupt. An easement should be made here..... 22
22. A river bank parkway to be acquired to insure the beauty of the stream, and to keep the unbroken system through the town..... 6
23. A new street running from South to Main Streets, connecting the present dead ends..... 6
24. A detail study of future center for public buildings as plan shows in bulletin..... 12
25. The study for Walpole Center shows a new location for railroad station, much more directly connected with the Center..... 15
26. The Pine Woods above Stetson's Pond running back to Morey's Pond should be reserved for public use..... 5
27. Elm Street, the main line of travel from Walpole to Medfield, should have a greater width to meet future requirements..... 10
28. A new street should be cut through from Elm Street to West Street, thus giving access to the new station, and making a straighter route west..... 6
29. Powder house hill, now an unsightly bank, should be acquired..... 7
30. A new road through the low land would tend to unite South Walpole more closely with the Center..... 4
31. A park strip should be acquired on both sides of the river to complete the chain of reservations from East and South Walpole..... 6
32. South Walpole school ground is of good size, but needs development. The field should be shaped up for games, the grounds made attractive, and amusements added for

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small children. Plans are in preparation for this work 7

33. A detail study for South Walpole Center has been made and is shown on another page..... 1

34. Sufficient land ought to be acquired about the ponds in South Walpole to form a park large enough to be a fitting termination for the parkway system running through the town..... 5

35. Main Street, the automobile route from Boston to Providence, should be widened to insure its usefulness in years to come..... 37

APPENDIX VIII

SUGGESTED SLOGANS FOR WALPOLE

Watch Walpole Work
Watch Walpole Set the Pace
Everybody Help
Work for Walpole
Work Good and Plenty for Nineteen Twenty
Better Roads all Over the Town
Less Talk, More Action
Make Walpole Flourish
Work With Willing Walpole
A Boon to Business for Walpole
Work for Walpole
All Coöperate for a Bigger and Better Walpole
Work for Walpole
Shoulder to Shoulder for Walpole
Wider, Wholesome Walpole
Walpole's Busy Doing Things
Right Formation is Better than Re-formation
Work for Walpole
Everybody Work for Walpole
A Live Walpole

Work { for / in / with } Walpole

Walpole's Motto, "Forward!"

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Citizens of Walpole,
Come out and stand in line.
Let each one do his duty,
While others waste their time;
Let us go hand in hand together
And do our level best,
By nineteen hundred twenty,
To have Walpole town the best.

APPENDIX IX

LIST OF WALPOLE TOWN OFFICERS AND COMMITTEES

MODERATOR
Handel L. Jepson

SELECTMEN AND OVERSEERS OF THE POOR
H. M. Stowell, Chairman
L. E. Vose
Timothy E. Delaney

ASSESSORS
N. W. Fisher
Chas. Brown
M. W. Allen

WATER COMMISSIONERS
John C. Donnelly
Henry P. Plimpton
H. L. Howard

BOARD OF HEALTH
F. H. Fuller
Thomas D. Plimpton
T. M. Connell

PARK COMMISSIONERS
C. S. Bird, Jr.
G. H. Kingsbury
M. F. McCarthy

COMMITTEE OF FIFTEEN
J. S. Leach, Chairman
Edwin S. Bacon
John Bock
Henry W. Caldwell
Edwin T. Cobb
Timothy E. Delaney
C. E. Hale
John H. Maguire
John B. Rooney
Edward L. Shepard
John H. Smith
Henry M. Stowell
Louis E. Vose
Reuben Whitcomb
Geo. R. Wyman

TOWN CLERK
Harry L. Howard

TREASURER
Harry A. Whiting

COLLECTOR OF TAXES
Otis J. Dionne

HIGHWAY SURVEYOR
Wm. Jarvis

TREE WARDEN
P. R. Allen

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ASSISTANT TOWN CLERK
Katherine J. Higgins

FOREST WARDEN
Jas. J. Hennessey

COMMITTEE ON FIRE APPARATUS
G. R. Wyman
Geo. F. Milliken
Henry W. Caldwell
Julius P. Vasque
Joseph Greenwood

COMMITTEE TO LOOK INTO SCHOOL ACCOMMODATIONS AT SOUTH WALPOLE
H. A. Whiting, Chairman
P. H. Mahoney
Timothy E. Delaney
N. W. Fisher
Wallace Tiffany

FIELD DRIVERS
Harold Goddard
M. Emmons Winslow
Oscar Maynard
Chester Gove
Patrick H. Mahoney

MEASURERS OF WOOD AND BARK
A. N. Clark
N. W. Fisher
Geo. H. Kingsbury
Guy Williams
A. L. Hamilton
H. A. Morse

SURVEYORS OF WOOD AND LUMBER
P. E. Tisdale
H. A. Morse
A. Clark
Guy Williams

CONSTABLES
Wm. P. Crowley
Wm. F. Riordan
N. Emmons Winslow

FENCE VIEWERS
Wm. P. Crowley
C. S. Bird
Chas. Evans

SCHOOL COMMITTEE
Ida Nye Caldwell
Elizabeth H. Vose
J. Edward Plimpton
Geo. M. Graves
P. H. Mahoney
P. R. Allen

TRUSTEES OF PUBLIC LIBRARY
Mabel L. Clarke
Isaac Newton Lewis
L. F. Fales
A. H. Russell
Chas. A. Gilmore
Eleanor W. Goddard
Marion E. Child

TOWN PLANNING COMMITTEE
C. S. Bird, Jr.
M. F. McCarthy
G. W. Towle, Jr.
W. J. W. Wheeler
G. H. Kingsbury

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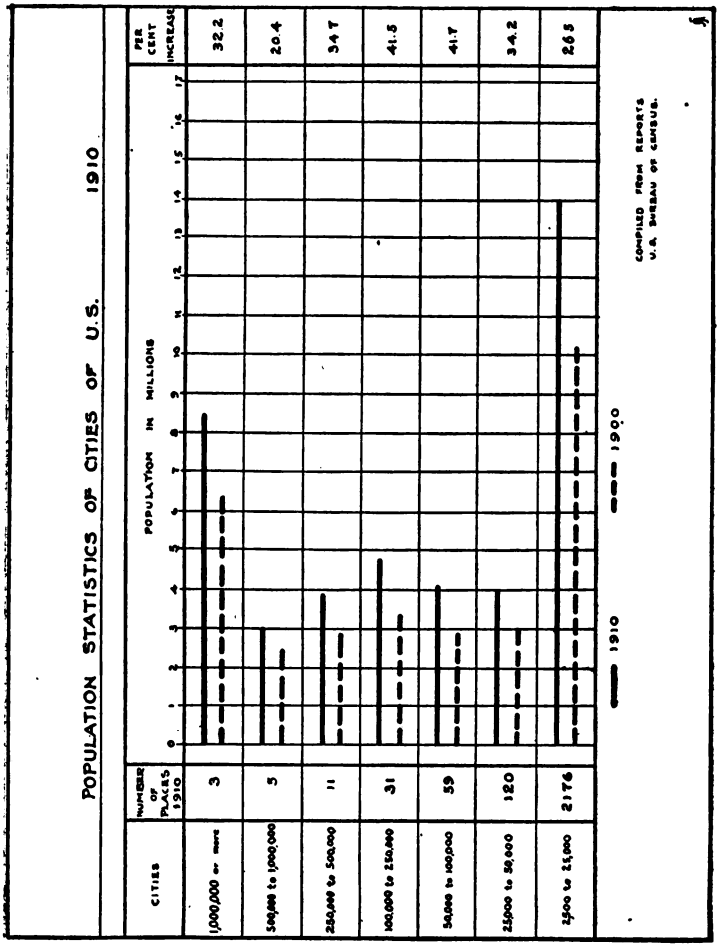
APPENDIX X

POPULATION STATISTICS OF CITIES IN THE UNITED STATES, 1910



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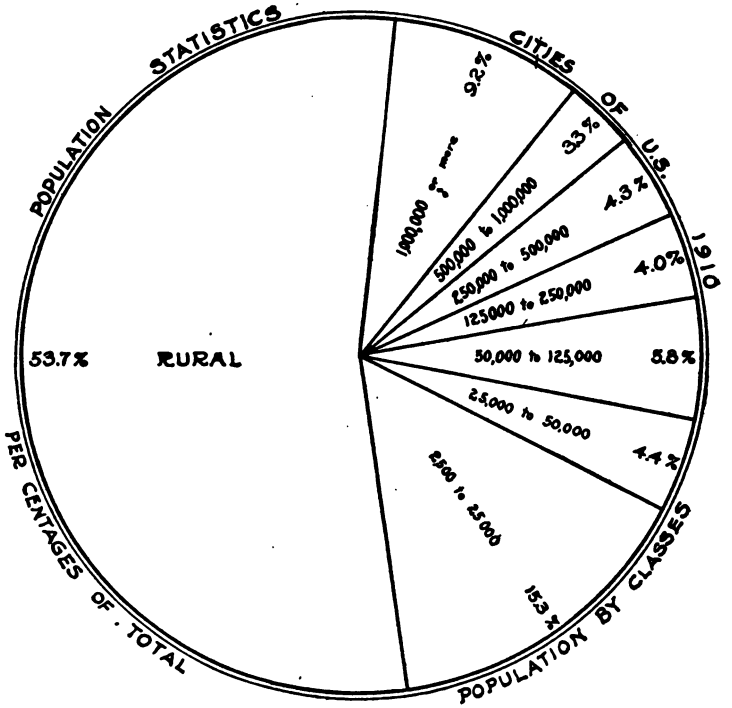
POPULATION STATISTICS OF CITIES IN THE UNITED STATES
1910



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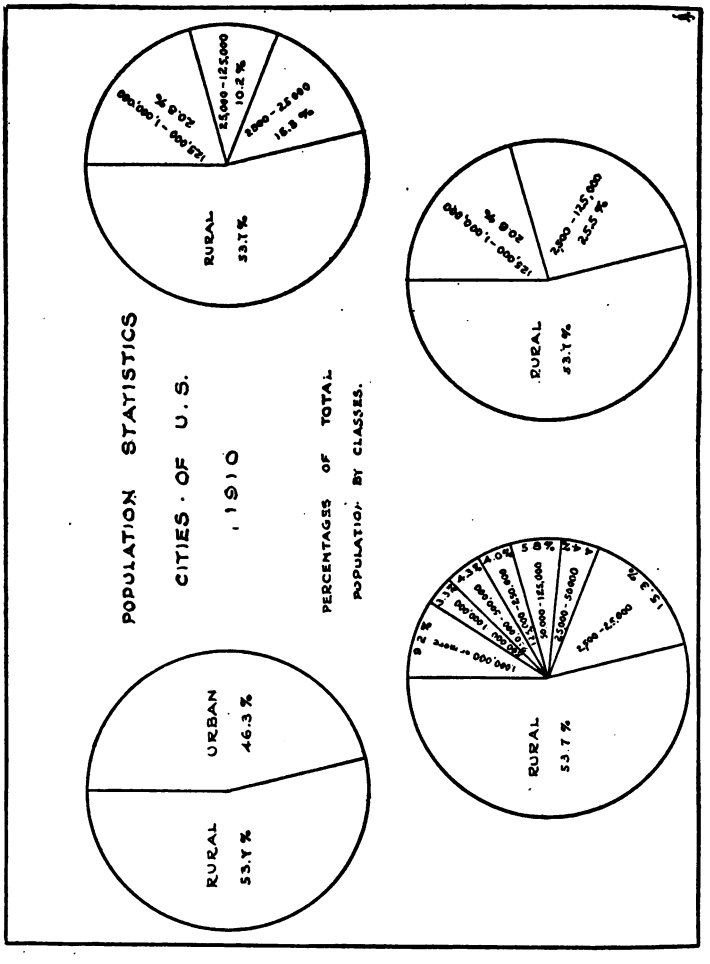
PERCENTAGE OF TOTAL POPULATION BY CLASSES



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APPENDIX XI

MASSACHUSETTS FEDERATION OF PLANNING BOARDS

The Massachusetts Federation of Planning Boards was organized in 1914 as a federation of the planning boards of the state of Massachusetts and other affiliated social and civic organizations.

MEMBERS

MEMBERS OF THE FOLLOWING PLANNING BOARDS:

ADAMS	EVERETT	METHUEN	TAUNTON
AMHERST	FITCHBURG	NEWBURYPORT	WAKEFIELD
ARLINGTON	FRAMINGHAM	NEWTON	WALPOLE
ATTLEBORO	GARDNER	NORTHAMPTON	WALTHAM
BEVERLY	GLOUCESTER	NORWOOD	WATERTOWN
BOSTON	HOLYOKE	PLYMOUTH	WELLESLEY
BROCKTON	HUDSON	PITTSFIELD	WESTFIELD
BROOKLINE	LAWRENCE	QUINCY	WEYMOUTH
CAMBRIDGE	LOWELL	SALEM	WINCHESTER
CHELSEA	MALDEN	SOMERVILLE	WINTHROP
CHICOPEE	MEDFORD	SOUTHBRIDGE	WOBURN
CLINTON	MELROSE	SPRINGFIELD	WORCESTER

MEMBERS OF THE HOMESTEAD COMMISSION.

REPRESENTATIVES OF ORGANIZATIONS WITH ALLIED INTERESTS.

INDIVIDUAL MEMBERS.

The purpose of the Federation is to help local planning boards of Massachusetts; to bring the experience of one to the other; and by conferences and exhibits of town planning activity in the state bring about more general interest in town planning.

The Federation is under the direction of an Executive Committee, and the following committees have been appointed:

1. Functions of Planning Boards
2. Legislation
3. Publicity
4. Membership and Coöperation
5. Physical Plans

The following recent bulletins were published by the members of the Federation:

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Bulletin 1. Prepared by Committee on Functions of Planning Boards, and by the Committee on Physical Plan.
Bulletin 2. By the Legislation Committee.
Bulletin 3. By the Legislation Committee.

Within recent years comprehensive city and town planning powers have been given to cities and towns abroad by the state.

The recently enacted Canadian Town Planning Act and special acts applying to Nova Scotia, New Brunswick, Ontario and Alberta, are examples of advanced legislation.

BULLETIN NO. 1 — MAY, 1916

PART I. THE FUNCTIONS OF MASSACHUSETTS PLANNING BOARDS

Local planning boards in Massachusetts, as authorized by Chapter 494 of the Acts of 1913, are distinctly research boards, in the words of the act, to "make careful studies of the resources, possibilities and needs of the city or town, particularly with respect to conditions which may be injurious to the public health or otherwise injurious in and about rented dwellings." Their continuing FUNCTION, therefore, is to collect the data on present local conditions from which a reasonably accurate forecast of future needs may be made. It is proposed in future bulletins to indicate just what this data should be.

The boards are further authorized to "make plans for the development of the municipality with special reference to the proper housing of its people." A fair interpretation of these words, taken with the rest of the act, would certainly allow the boards to make comprehensive plans for the physical development of the whole community. The accompanying report of the Committee on Physical Plan indicates the scope of such a plan.

Provision is also made in the act for an annual report which shall give information regarding the condition of the city or town and "any plans or proposals for the development of the city or town and estimates of the cost thereof." Several planning boards have gone much farther in acquainting both local officials and the citizens in general with their plans for development, and in addition have suggested through the proper official

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bodies the carrying out of certain features of their plans. A further development of this FUNCTION appears entirely unobjectionable.

This is as far as the act goes in defining the FUNCTIONS of planning boards, and the immediate question that arises is whether they should have any further functions. The suggestion that meets with considerable approval is that they should be given the FUNCTION of planning commissions or boards of survey. At present the towns of the Commonwealth, under Chapter 191 of the Acts of 1907, may constitute their selectmen as boards of survey, and these boards are given a certain measure of control over the subdivision of private property. The cities of the Commonwealth, with very few exceptions, have no boards of survey, but by ordinance of some cities a similar control over private property is exercised through the office of the city engineer. Under the Acts of 1916, boards of survey may also be established in cities. The suggestion for adding to the FUNCTIONS of planning boards is that members of planning boards should be members of or constitute the boards of survey. It is suggested also that the powers of boards of survey might well be enlarged to include the authority to establish building lines, plot thoroughfares, as distinguished from local or minor streets, regulate the width of streets and possibly prescribe areas or zones, that is, residence zones, business zones and industrial zones.

Although there is considerable approval among the planning boards of the state with regard to this addition to the FUNCTIONS of planning boards, it is the consensus of opinion that it should not be done until the planning boards have proved their usefulness and have established themselves in public approval.

Part II. The Official Plan

It is proposed to issue brief Bulletins from time to time describing in detail the first steps in city planning, beginning with the thoroughfare system and continuing in order of their usual importance. To gain a clear view of the subject as a whole, however, the various elements of the city plan must first

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be listed and grouped so as to indicate their relationship to one another.

The "OFFICIAL PLAN" should ultimately show all the aspects of the city plan that can be fixed on a map. It should be constantly kept in mind, however, that many city planning principles cannot be shown in this way, such as for example housing laws and other regulations affecting private property.

The "OFFICIAL PLAN" should be drawn on a standard topographic map of the city, preferably at a scale not less than 200 ft. to 1 in. and should show, in addition to existing conditions, proposed locations of new, relocated, and widened streets, parks, public buildings, waterways and other public property; railroads, electric lines, utilities and other quasi-public property; and building lines and other means of control of private property. In amplification of the general plan, detailed plans, sections and grades, and diagrammatic maps and other explanatory data will also be needed, to indicate the precise application of the plan.

The physical aspects of the city shown on the plan may be classified according to the schedule printed in Chapter V, Part I.

BULLETIN NO. 2—JUNE, 1916

Town Planning and Present Legislation in Massachusetts

The most important task confronting the various city and town planning boards throughout the state is the devising of ways and means by which their various recommendations may be carried out. As at present constituted, local planning boards are vested with no specific authority. Their functions are wholly advisory. Under the provisions of Chapter 494 of the Acts of 1913, they are required to make studies, prepare plans and present suggestions to the local city council or board of selectmen. No authority is provided that would ensure the adoption of any plan or suggestion they may present, or compel adherence to such plan or suggestion after its adoption.

The only LEGISLATION dealing specifically with city and town planning in this state is embodied in Chapter 494 of the Acts of 1913. This act in itself provides no definite authority,

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merely designating the Massachusetts Homestead Commission as a central organization of an advisory character.

The law creating the local planning boards was based upon a recognition of the necessity of definite plans to control the growth and development of our cities and towns. If the law did not propose that such plans when made should be carried out, or if it did not intend that there should be provided some measure of authority for local planning boards, it would have been valueless. That it did recognize these needs is clearly indicated by Section 4 of the Act, which reads:

"Section 4. The city council or other governing body in cities is authorized to make suitable ordinances, and towns are authorized to make suitable by-laws, for carrying out the purposes of this act, and they may appropriate money therefor."

Were the problems of all communities similar, that section would have presented specific regulations to be adopted. As the problems of town and city planning vary with local needs and local conditions, the devising of proper measures under Section 4 of the act has been left to the discretion of the local authorities.

We would urge most strongly that the local planning boards avail themselves of the opportunity provided in this section. It must be apparent that the work of the local boards will be lacking in real value unless there is provision made for some official recognition of their plans and measures provided for putting them into effect. The importance of this provision has already become evident to the authorities in several cities and towns.

The town of Walpole, immediately following the preparation of a general plan of physical development, had that plan adopted by the voters of the town as the official town plan to be followed as a guide in all work of future development. This action was supplemented by a vote of the town ordering that all plans for physical improvement be submitted to the Town Planning Committee for approval; and that, in the event of their disapproval, no action be taken toward putting any such plan into effect until the matter had been submitted to the voters at a regular or special town meeting. A bulletin recently issued by the Taunton Planning Board is another evidence of the activity of local

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boards in this direction. The bulletin of the Taunton board describes the need of authority in carrying out plans and embodies a number of suggested amendments to the city ordinances which would simplify the work of carrying out the recommendations of the planning board as they may present them from time to time to the city council. The suggestions repeat the principle found in the old Boston Board of Survey clause, Section 5, Chapter 191 of the Acts of 1907, and it is a question whether the proposed ordinances would be constitutional. An immediate study, however, with a view to passing local by-laws to aid the work of town planning boards should at once be taken up by the local planning boards throughout the state.

As a preliminary to the preparation of ordinances or by-laws, each local board should make a thorough study of the Revised Laws and statutes with a view to determining the powers and rights of the municipality in relation to all matters of public improvement. This investigation should include all laws or statutes bearing on the laying out and construction of streets, parks, and playgrounds, construction of sewer, water and lighting systems, the construction, use and location of buildings, and such other matters, authority or control of which is vested in the local authorities. It is essential that the planning board be accurately informed in this matter.

While it is not possible at this time to submit a complete list of laws or statutes of value in carrying out planning schemes or recommendations, we would call attention to the following general laws which will be of assistance.

Laws and Statutes that Will Aid the Carrying Out of Certain Features of City and Town Planning in Massachusetts

Streets and Transportation:

Section 104, Chapter 48 of the Revised Laws, which makes it mandatory upon towns to lay out and mark with permanent bounds all town roads and ways. Law provides penalty for failure to comply with a request from property owner that this be done. (Also of value in general land development.)

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Sections 1 to 8, Chapter 50, R. L., providing authority for the levy of special assessments to recover part of the cost of laying out and construction of streets from the owners of property benefited. Generally known as the Betterment Act.

Sections 58 to 64, inclusive, Chapter 48, R. L., known as the "Concurrent Jurisdiction Act," giving towns equal jurisdiction with the county with regard to highways and county bridges.

Sections 20 to 24 inclusive, Chapter 50, R. L., relative to the construction of sidewalks and the appropriation of money therefor.

Section 85, Chapter 48, R. L., relative to reserved space in the center and at sides of streets.

Chapter 190 of the Acts of 1916, which when accepted by cities, authorizes boards of survey, and Chapter 191 of the Acts of 1907, which when accepted by towns authorizes boards of selectmen to act as boards of survey. These boards have power over matters of street laying out, construction, etc., and are directed to make plans to cover future growth and development. These laws are of great value in town planning.

Section 16, Chapter 47, R. L., Chapter 454 of the Acts of 1909, Chapter 773 of the Acts of 1913, and Chapter 279 of the Acts of 1908; providing for the construction and maintenance of state highways and through roads in towns from the appropriation for state highways, and from the expenditure of sums received for automobile fees.

Section 103, Chapter 48, R. L., as amended by Chapter 572 of the Acts of 1913, which provides for the fixing of building lines on all streets and ways.

"Excess Condemnation Acts": Special acts which provide for the taking of more land than is needed for the actual physical improvement and the sale of the surplus after the improvement is made. These must be on petition of the county or municipality desiring to use the power and must follow the terms of the constitutional amendment approved in November, 1911.

PARKS AND PLAYGROUNDS:

Sections 1 to 14, Chapter 28, R. L., authorizing cities and towns to lay out public parks.

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Section 16, Chapter 28, R. L., granting power to establish building lines on parks, parkways, boulevards or public ways upon any lot which abuts thereon.

Section 5 of Chapter 28, R. L., and Section 19, of Chapter 50, R. L., which provides for the application of the principles of the "Betterment Act" to the laying out and construction of parks.

Chapter 508 of the Acts of 1910, amending Chapter 28 of the Revised Laws, authorizing towns to acquire lands for playgrounds by gift, purchase, lease, or right of eminent domain.

Chapter 25 of the Acts of 1915, authorizing cities and towns to erect buildings on parks and playgrounds.

Chapter 165 of the Acts of 1915, authorizing local planning boards in towns to act as park commissioners.

ACTS IN AID OF LAND DEVELOPMENT:

Chapter 564 of the Acts of 1913, amending Section 23 of Chapter 28, R. L., providing for the taking of land for public domain or for the protection of water supply.

Chapter 263 of the Acts of 1915, permitting cities and towns to take land for public domain without special permission from the legislature, provided the price to be paid does not exceed the assessed value plus 25 per cent.

Chapter 739 of the Acts of 1913, empowering the State Board of Agriculture to take, for the purpose of reclamation, wet lands, excepting salt marsh lands.

Chapter 46 of the Acts of 1915, relative to the assessment of betterments on wet, rotten or spongy lands.

Chapter 112 of the Acts of 1915 relative to the powers of the Land Court with regard to restrictions on land.

REGULATION OF BUILDING:

Section 1 and Section 4 to 12, inclusive, Chapter 104, R. L., relative to the inspection of materials, construction, alteration and use of buildings and other structures.

Chapter 334 of the Acts of 1912 authorizing cities and towns to regulate the construction, height, area, location and use of buildings.

Chapter 635 of the Acts of 1912, known as the "Tene-

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ment House Act for Towns" a permissive act prohibiting the erection of "Three decker" tenement houses and prescribing standards.

Chapter 786 of the Acts of 1913, known as the "Tenement House Act for Cities," a permissive act prescribing standards in cities.

GENERAL LAWS AND SPECIAL ACTS:

Chapter 719 of the Acts of 1913, a revision of previous laws relating to municipal indebtedness, states specifically the purposes and terms for which money may be borrowed by cities and towns.

Chapter 144 of the Acts of 1911, providing for the appointment of art commissions and their approval of all plans for public buildings, street fixtures, monuments, etc.

Chapter 237 of the Acts of 1903, authorizing selectmen to determine the character of poles to be erected for the purpose of carrying wires, except those of street railway companies.

Chapter 185 of the Acts of 1916 provides for teaching of agriculture to families in cities as a means for relief of unemployment and congested population.

ACTS RELATING TO PLANNING BOARDS:

Chapter 494 of the Acts of 1913 providing for the establishment of local planning boards.

Chapter 595 of the Acts of 1913 defining the powers and duties of the Homestead Commission.

Chapter 283 of the Acts of 1914, making the appointment of local planning boards optional in towns with a population of less than 10,000.

The attention of planning boards in towns is especially called to Section 104, Chapter 48, of the Revised Laws which provides for the laying out of roads and ways and their marking by permanent bounds. This law makes it the duty of county commissioners, selectmen or road commissioners to mark all existing street bounds, widths and angles, with permanent bounds. It is the right of any property owner to require that this shall be done with regard to the streets upon which his property abuts. In case of neglect to comply with such request, the law provides

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that the officers responsible for such neglect shall forfeit to the property owner the sum of $50 for each month during which such neglect continues. Plans of all such streets and ways must be prepared and copies filed with the proper authorities.

Chapter 191 of the Acts of 1907 is also of special importance to towns, and we would urge its acceptance by all towns that have not already done so. This act provides for the selectmen acting as a board of survey on all matters relating to street laying out and construction. Under its provision all plans for street improvement must receive the approval of the board of survey. In addition, it becomes their duty to prepare and publish, from time to time, as need arises, such street plans for various sections of the town as the future growth and interests of the community seem to demand. Section 5 of the act provides that if any building is erected on any street at a grade other than as shown on the plan prepared by the board of survey, the owner thereof shall not be entitled to recover damages for any subsequent change of grade. None of the present powers of the boards of selectmen are in any way abridged by this act.

Chapter 190 of the Acts of 1916 is of equal importance to planning boards of cities as it gives the mayor of any city, with the approval of the Council or Board of Aldermen, the authority to appoint three citizens who shall constitute a board of survey for the city, and makes it necessary that any person or corporation proposing to lay out, locate, relocate or construct any street or way in the city, before beginning such construction submit to the said board suitable plans showing layout methods of drainage, etc.

This act is of great value in promoting all city planning work. It is the first step toward providing definite authority which will allow of controlling public improvement in such manner as would best conform to a general scheme of development.

Particular attention is called to the importance of the recently adopted amendment to the constitution, known as the Excess Condemnation Amendment. This provides that the legislature may by special act for the laying out, widening or relocating of highways or streets, authorize the taking of more land than is actually needed for the physical improvement contemplated and

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the sale with or without restrictions of such land as is left after the improvement has been completed. The Amendment provides, however, that there shall be taken no more land in excess of the needs of the improvement than would be required for building lots on both sides of the street. The proceeds resulting from the sale of surplus land would go toward defraying a portion of the cost of the improvement and a considerable financial advantage might result, but apart from financial considerations the power of excess condemnation is an effective check on unsightly development in the neighborhood of costly public improvements.

The development of our cities and towns can never be carried out with any degree of conformity to a general plan except by granting to the local authorities the broadest powers in the matter of taking land for the purpose of public improvement. Prior to the acceptance of the excess condemnation amendment the right to take private land for public use was narrowly limited by the enabling acts and narrowly construed by the courts. Only such property as was actually needed could be taken and only for such specific uses as were declared when the taking was made.

An effort to broaden the right of eminent domain was made in 1904 by the passage of the so-called remnant act, Chapter 443 of the Acts of 1904. This act provides for the taking of remnants left to estates after the completion of an improvement, if such remnants from their size or shape should be unsuited for the erection of suitable and appropriate buildings. This act has very rarely been used, perhaps because of the fear of its unconstitutionality. The supreme court, however, in an opinion of the justices, 204, Mass. 609, and following, intimates that this act is constitutional. This act alone, however, would not be sufficient to meet the needs of the situation.

Bills Before Massachusetts Legislature that Bear Upon Town and City Planning

1. House Bill 1071, accompanying petition of Mr. E. T. Hartman, is a bill that would establish a reasonable minimum for light, ventilation and sanitation in housing. This proposed law

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is not mandatory and no city or town need accept it unless the people want it. If it is passed it would meet many problems in a reasonable way. The first step is to make it available. We understand that this bill, together with two others relating to building construction, will be referred to a Recess Committee of the Legislature for study and with instructions to report an amended bill to the next legislature. We would urge that the members of local planning boards should keep in close touch with the Recess Committee during its consideration of these measures.

2. House Document 1750 of 1916 and House Document 1851 of 1915 constitute a report of a special commission on taking land for public improvements and embody an act to provide a uniform method of taking land and special assessments for the cost of public improvements. These bills have been referred by a Resolve to the Attorney General for study, and for further revision and report. As revised and amended, they will be submitted with the recommendations of the Attorney General to the next legislature. It is important that the local planning boards make it a special duty to see that the authorities in their city or town are familiar with these proposed measures. In no other way will intelligent action be possible on their presentation to the legislature next year.

3. It would be desirable that Chapter 190 of the Acts of 1916, authorizing boards of survey in cities, be so amended as to allow the local planning board to act as the board of survey, or to provide that one or two members of the planning board shall be members of the board of survey. This would link the two boards in such a way as to insure greater efficiency in carrying out plans and a needed degree of coöperation in their preparation. Such an amendment was presented to members of the legislature before the passage of the act, but too late to be incorporated in the law this year. We would particularly recommend that members of local planning boards endeavor to secure the support of their local representatives in favor of such an amendment in 1917. It is worthy of mention that this act has already recognized the local planning boards through a provision that upon vote of the local planning board and the city

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council the board of survey shall prepare plans for the development of certain districts where need of such planning is apparent.

Summarizing this bulletin, we urge that Massachusetts planning boards give particular attention to the following, and we suggest under:

I. PRESENT LEGISLATION.

1. Prepare special ordinances and by-laws to cover your specific local planning needs, referring to action of cities of Taunton and Springfield and town of Walpole, to insure the carrying out of plans and recommendations adopted. It is possible in this way to secure more influence in community planning.
2. Compile all statutes or ordinances relating to matters having to do with public improvement.
3. Secure the acceptance of such laws as will be of special service in carrying out plans that may be adopted.
4. Supplement all recommendations or plans by definite statement of existing or suggested authority under which they may be carried out, when submitting them for the approval of the city council or board of selectmen.

II. PROPOSED LEGISLATION.

Support all proposed legislation designed to assist in making the work of planning boards of definite value or otherwise to promote the carrying out of their recommendations.

III. FUTURE LEGISLATION.

1. We submit memorandum. (See Bulletin No. 3.)
2. We hope that the planning boards will send to the Legislation Committee of the Massachusetts Federation of Planning Boards any suggestions or ideas in regard to present or needed future town planning legislation.

SPECIAL NOTICE — These Bulletins are issued by the Executive Board of the Massachusetts Federation of Planning Boards as an aid to local Planning Boards of Massachusetts

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cities and towns, enabling them to do efficient city and town planning. You are urged to read them carefully and to make full use of the committees by writing them for information on any phase of city and town planning.

BULLETIN NO. 3 — JULY, 1916

Future Planning Legislation in Massachusetts

The Legislation Committee of the Massachusetts Federation of Planning Boards is giving this problem careful consideration. The circular letter sent out to the planning boards of the state asking the following questions has brought interesting replies:

1. What special difficulties does your board face in its attempt to promote proper planning within your town?

2. What new powers, if any, must be conferred upon your board to make its work more effective in directing local development?

There is a great difference of opinion regarding how far authority covering community planning should go. There is no question but that the whole problem of city and town planning is closely allied to the problem of administrative reform of town and city government.

This committee is preparing a complete report covering this subject to be published within the year.

Most interesting town planning legislation has been passed recently in Canada, which should have the attention of your board. Mr. Thomas Adams, Adviser to the Commission of Conservation in Canada, who has been responsible for much town planning legislation abroad and in Canada, writes regarding town planning needs:

"Every city, town and municipality should be required to prepare a set of town planning ordinances or by-laws within a specified time or as an alternative prepare a town planning scheme. Thus the preparation of ordinances or by-laws would be compulsory but the preparation of the more expensive or elaborate schemes would be optional. Small towns and rural municipalities would probably content themselves with the preparation of ordinances or by-laws, and the larger cities would

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probably prepare schemes. If in a large city or town a scheme were desirable and by-laws insufficient, it should be open to a body of tax payers to petition for a scheme to be prepared.

"The object of a scheme would be to secure proper sanitary and hygienic provisions, amenity (meaning the protection of beauty and prospect in surroundings and general agreeableness of environment) and convenience, for traffic and all public purposes, in regard to all matters connected with development and lay out of land in a specified area. There would practically be no limit to what a scheme could include, subject to its being approved, and it will be necessary for detailed maps to be prepared to illustrate its provision. Detailed plans might or might not be necessary with ordinances.

"The object of the town planning ordinances or by-laws should be the same as those of schemes, but the former should refer to specific matters which could be governed by regulations as set out in a schedule to the act:[1] and there would not be the same scope for the exercise of discretion in ordinances as in schemes. They would be required to provide for: (1) Distances between buildings to be erected or reconstructed on all roads — say 60 to 100 feet, according to circumstances; (2) Widths of prescribed main arterial roads and reservation of land for same; (3) Limitation of number of dwellings per acre and of percentage of each site to be occupied by buildings; (4) Light and air to windows and height of buildings, (5) Prescription of use of land for factories, dwellings, etc.; (6) Provision for narrow streets of short length in residential areas.

"Model ordinances should be prepared by a central board or department of the state, or a state town planning board, as a guide to each local authority.

"Every local authority should be required to appoint a local town planning board and every state should assign the duty of working the act to one of its departments, preferably the one dealing with highways or municipal affairs. There should be an expert director or comptroller of town planning in each state.

[1] Villages and towns should however have topographical and other surveys made early. Plans are recommended as desirable for the smallest places, not merely ordinances or by-laws.

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"Sanction to prepare a town planning scheme should be obtained by the local board from the provincial or state department, which sanction would include the power to secure that while the scheme was being prepared no owner would be able to contravene or interfere with the proposed scheme. No subsequent sub-division should be permitted which was not first approved by the local board.

"The suggested department of the state should make regulations as to procedure, and after a period of time should prepare model provisions as a guide to show what a scheme might reasonably include.

"Provision should be made in the scheme for raising funds to carry it out, and local authorities should be permitted to borrow funds necessary to prepare schemes up to a certain percentage of assessed value. The local town planning board should have the power to spend up to a certain amount, say a percentage of the assessed valuation for the purpose of preparing the scheme, without having to get the consent of the council. The consent of the council should be obtained in connection with expenditure to carry out the scheme.

"Compensation to be payable for injury by: (a) Making the ordinances or by-laws or scheme, and (b) executing the ordinances, by-laws or scheme; and "betterment" to be claimed for increased value in respect of same matters.

"Property not to be deemed to be injuriously affected by reason of provisions which prescribe space about buildings, or limit number of buildings to be erected, or prescribe height or character of buildings, which the central department of the state regard as reasonable for health, safety and public welfare, under the police power of the state. An appeal to a court would be necessary.

"Local board should have power to purchase or expropriate land, and to purchase land within 200 feet of the boundary lines of any street, public parks, etc., which it has laid out under the scheme.

"No new town site should be sub-divided until plan is approved by local board.

"The above is a brief outline for an act which would auto-

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matically secure the planning of each state or province — under simple ordinance or by-law regulations in the rural areas and by more comprehensive schemes in the cities and towns. It would greatly simplify the procedure necessary under a purely optional measure and reduce friction between adjacent local authorities. It is suggested as a basis for discussion with a view to some constructive policy being adopted by all who are interested in town planning. Such an act would not provide machinery for dealing with elaborate reconstruction schemes in areas already fully built upon, where there is need for wider or more direct streets; but it may be of great assistance in dealing with areas already built upon which are likely to undergo change and are in contiguity to open land. THE MOST URGENT PROBLEM IS TO GET CONTROL OF ALL NEW DEVELOPMENT AS A PRELIMINARY EVEN TO THE CHANGE OF OLD DEVELOPMENT. By getting control of new development or vacant land first you may greatly facilitate and cheapen the re-planning of areas already built upon; but by re-planning old areas first you will not only fail to assist in the control of new building operations, but may greatly add to your difficulties in dealing with such operations."

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APPENDIX XII

A MODEL CITY CHARTER AND MUNICIPAL HOME RULE

AS PREPARED BY THE
COMMITTEE ON MUNICIPAL PROGRAMS
OF THE
NATIONAL MUNICIPAL LEAGUE
MARCH 15, 1916

THE COMMITTEE ON MUNICIPAL PROGRAM

Was appointed in 1913 to consider the original "Municipal Program" adopted in 1900 and if desirable to draft a new model charter and home rule constitutional amendments embodying the result of subsequent study and developments. This committee presented a partial report to the meeting of the League in Baltimore, in November, 1914, in the form of sections dealing with the council, the city manager and the civil service board. The committee held two day sessions in New York, April 8 and 9, 1915, at which time these sections were carefully revised and sections dealing with the initiative, referendum, recall and other electoral provisions were considered and added, and a partial draft of the constitutional provisions, which had been presented at the Baltimore meeting, was completed. Another meeting of the committee was held in New York September 14, 1915, at which further revisions were made, and the financial provisions added as well as the two appendices treating of proportional representation and franchise provisions, all of which were included in the tentative draft. The Program was again submitted to the League at its annual meeting in Dayton on November 19, 1915, and the sections were approved by the members there present. The document was referred back to the Committee on Municipal Program for further amendments, and these amendments as adopted at a meeting of the

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Committee in Philadelphia, December 27 and 28, 1915, are also contained in the following Program.

The Committee on Municipal Program consists of:
WILLIAM DUDLEY FOULKE, *Chairman,* Richmond, Ind.,
M. N. BAKER, of the Engineering News,
RICHARD S. CHILDS, New York City,
JOHN A. FAIRLIE, University of Illinois,
MAYO FESLER, Civic League, Cleveland,
A. R. HATTON, Western Reserve University, Cleveland,
HERMAN G. JAMES, University of Texas,
A. LAWRENCE LOWELL, Harvard University,
WILLIAM BENNETT MUNRO, Harvard University,
ROBERT TREAT PAINE, Boston,
DELOS F. WILCOX, New York City,
CLINTON ROGERS WOODRUFF, Philadelphia.

MUNICIPAL HOME RULE

CONSTITUTIONAL PROVISIONS

(To be adopted and incorporated in the state constitution)

SECTION 1. *Incorporation and Organization.* Provision shall be made by a general law for the incorporation of cities and villages; and by a general law for the organization and government of cities and villages which do not adopt laws or charters in accordance with the provisions of sections 2 and 3 of this article.

SEC. 2. *Optional Laws.* Laws may be enacted affecting the organization and government of cities and villages, which shall become effective in any city or village only when submitted to the electors thereof and approved by a majority of those voting thereon.

SEC. 3. *City Charters.* Any city may frame and adopt a charter for its own government in the following manner: The legislative authority of the city may by a two-thirds vote of its members, and, upon the petition of ten per cent of the qualified electors, shall forthwith provide by ordinance for the submission to the electors of the question: "Shall a commission be chosen

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to frame a charter?" The ordinance shall require that the question be submitted to the electors at the next regular municipal election, if one shall occur not less than sixty nor more than one hundred and twenty days after its passage, otherwise, at a special election to be called and held within the time aforesaid; the ballot containing such question shall also contain the names of candidates for members of the proposed commission, but without party designation.

Such candidates shall be nominated by petition which shall be signed by not less than two per cent of the qualified electors, and be filed with the election authorities at least thirty days before such election; provided, that in no case shall the signatures of more than one thousand (1000) qualified electors be required for the nomination of any candidate. If a majority of the electors voting on the question of choosing a commission shall vote in the affirmative, then the fifteen candidates receiving the highest number of votes (or if the legislative authority of the state provides by general law for the election of such commissioners by means of a preferential ballot or proportional representation or both, then the fifteen chosen in the manner required by such general law) shall constitute the charter commission and shall proceed to frame a charter.

Any charter so framed shall be submitted to the qualified electors of the city at an election to be held at a time to be determined by the charter commission, which shall be at least thirty days subsequent to its completion and distribution among the electors and not more than one year from the date of the election of the charter commission. Alternative provisions may also be submitted to be voted upon separately. The commission shall make provision for the distribution of copies of the proposed charter and of any alternative provisions to the qualified electors of the city not less than thirty days before the election at which it is voted upon. Such proposed charter and such alternative provisions as are approved by a majority of the electors voting thereon shall become the organic law of such city at such time as may be fixed therein, and shall supersede any existing charter and all laws affecting the organization and government of such city which are in conflict therewith. Within thirty

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days after its approval the election authorities shall certify a copy of such charter to the secretary of state, who shall file the same as a public record in his office, and the same shall be published as an appendix to the session laws enacted by the legislature.

SEC. 4. *Amendments.* Amendments to any such charter may be framed and submitted by a charter commission in the same manner as provided in section 3 for framing and adopting a charter. Amendments may also be proposed by two-thirds of the legislative authority of the city, or by petition of ten per cent of the electors; and any such amendment, after due public hearing before such legislative authority, shall be submitted at a regular or special election as is provided for the submission of the question of choosing a charter commission. Copies of all proposed amendments shall be sent to the qualified electors. Any such amendment approved by a majority of the electors voting thereon shall become a part of the charter of the city at the time fixed in the amendment and shall be certified to and filed and published by the secretary of state as in the case of a charter.

SEC. 5. *Powers.* Each city shall have and is hereby granted the authority to exercise all powers relating to municipal affairs; and no enumeration of powers in this constitution or any law shall be deemed to limit or restrict the general grant of authority hereby conferred; but this grant of authority shall not be deemed to limit or restrict the power of the legislature, in matters relating to state affairs, to enact general laws applicable alike to all cities of the state.

The following shall be deemed to be a part of the powers conferred upon cities by this section:

(a) To levy, assess and collect taxes and to borrow money, within the limits prescribed by general law; and to levy and collect special assessments for benefits conferred;

(b) To furnish all local public services; to purchase, hire, construct, own, maintain, and operate or lease local public utilities; to acquire, by condemnation or otherwise, within or without the corporate limits, property necessary for any such purposes, subject to restrictions imposed by general law for the

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protection of other communities; and to grant local public utility franchises and regulate the exercise thereof;

(c) To make local public improvements and to acquire, by condemnation or otherwise, property within its corporate limits necessary for such improvements; and also to acquire an excess over that needed for any such improvement, and to sell or lease such excess property with restrictions, in order to protect and preserve the improvement;

(d) To issue and sell bonds on the security of any such excess property, or of any public utility owned by the city, or of the revenues thereof, or of both, including in the case of a public utility, if deemed desirable by the city, a franchise stating the terms upon which, in case of foreclosure, the purchaser may operate such utility;

(e) To organize and administer public schools and libraries, subject to the general laws establishing a standard of education for the state;

(f) To adopt and enforce within its limits local police, sanitary and other similar regulations not in conflict with general laws.

SEC. 6. *Reports.* General laws may be passed requiring reports from cities as to their transactions and financial condition, and providing for the examination of the vouchers by state officials, books and accounts of all municipal authorities, or of public undertakings conducted by such authorities.

SEC. 7. *Elections.* All elections and submissions of questions provided for in this article or in any charter or law adopted in accordance herewith shall be conducted by the election authorities provided by general law.

SEC. 8. *Consolidation of City and County.* Any city of 100,000 population or over,[1] upon vote of the electors taken in the manner provided by general law, may be organized as a distinct county; and any such city and county may in its municipal charter provide for the consolidation of the county, city and all other local authorities in one system of municipal government, in which provision shall be made for the exercise of all powers and

[1] This number may be varied to suit local conditions in the several states.

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duties vested in the several local authorities. Any such consolidated city and county government shall also have the same powers to levy taxes and to borrow money as were vested in the several local authorities before consolidation.

THE MODEL CHARTER[1]

THE COUNCIL

SECTION 1. *Creation of Council.* There is hereby created a council which shall have full power and authority, except as herein otherwise provided, to exercise all the powers conferred upon the city.

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[1] This model is assumed to be a home rule charter based upon some such provisions for constitutional municipal home rule as those suggested in this report. When this or a similar charter is made available for cities by statute it is desirable that a comprehensive grant of powers be included in the act itself. Otherwise cities securing such a charter will have only the powers enumerated in the general law of the state and be subject to all the restrictions and inconveniences arising from that method of granting powers. It is suggested, therefore, that the following grant of powers be included in any such special statutory charter or optional charter law. The changes of language necessary to adapt it to a special statutory charter readily suggest themselves:

SECTION —. Cities organized under this act shall have and are hereby granted authority to exercise all powers relating to their municipal affairs; and no enumeration of powers in any law shall be deemed to restrict the general grant of authority hereby conferred.

The following shall be deemed to be a part of the powers conferred upon cities by this section:

(a) To levy, assess and collect taxes and to borrow money within the limits prescribed by general law; and to levy and collect special assessments for benefits conferred.

(b) To furnish all local public services; to purchase, hire, construct, own, maintain and operate or lease local public utilities; to acquire, by condemnation or otherwise, within or without the corporate limits, property necessary for any such purposes, subject to restrictions imposed by general law for the protection of other communities; and to grant local public utility franchises and regulate the exercise thereof.

(c) To make local public improvements and to acquire, by condemnation or otherwise, property within its corporate limits necessary for such improvements; and also to acquire an excess over that

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SEC. 2. *Composition of Council and Vacancies.* The council shall consist of ———— members,[1] who shall be elected on a general ticket from the city at large and shall serve for a term of four years from ———— days after their election, and shall be subject to recall as hereinafter provided. Vacancies in the council, except as otherwise provided herein, shall be filled for the unexpired term by a majority vote of the remaining members.[2]

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needed for any such improvement, and to sell or lease such excess property with restrictions, in order to protect and preserve the improvement.

(d) To issue and sell bonds on the security of any such excess property, or of any public utility owned by the city, or of the revenues thereof, or of both, including in the case of a public utility, if deemed desirable by the city, a franchise stating the terms upon which, in case of foreclosure, the purchaser may operate such utility.

(e) To organize and administer public schools and libraries, subject to the general laws establishing a standard of education for the state.

(f) To adopt and enforce within their limits local police, sanitary and other similar regulations not in conflict with general laws.

Except as otherwise provided in this act the council shall have authority to determine by whom and in what manner the powers granted by this section shall be exercised.

[1] At least 5 and not more than 25, the precise number being determined by the size of the city. If more than five are to be elected at one time, provision must be made to have the members after the first election chosen in rotation. For example, a council of 15 with a six-year term, 5 to be elected every two years. In cities of more than 100,000 the city should be divided into large districts, and the size of the district should never exceed 50,000 population, except in cities over 1,000,000. The purpose of this limitation is to keep the size of the district down to such a point that genuinely free competition for public office will prevail, the expense of a thorough canvass being not too great for an independent candidate who may lack the support of a permanent political machine.

If proportional representation is used, it should be so arranged that the quota needed to elect a candidate shall not exceed 10,000 votes.

[2] In determining whether a salary shall be paid, and if so how much, it must be borne in mind that the duties of the council are supervisory; it being the object of this charter to place the administrative affairs of the city in the hands of the city manager.

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SEC. 3. *Powers of Council.* The council shall be the judge of the election and qualification of its own members, subject to review by the courts. Any member of council who shall have been convicted of a crime while in office shall thereby forfeit his office. Neither the council nor any of its committees or members shall dictate the appointment of any person to office or employment by the city manager, or in any manner interfere with the city manager or prevent him from exercising his own judgment in the appointment of officers and employees in the administrative service. Except for the purpose of inquiry the council and its members shall deal with the administrative service solely through the city manager, and neither the council nor any member thereof shall give orders to any of the subordinates of the city manager, either publicly or privately. Any such dictation, prevention, orders, or other interference on the part of a member of council with the administration of the city shall be deemed to be a misdemeanor, and upon conviction any member so convicted shall be subject to a fine not exceeding $ or imprisonment for a term not exceeding ———— months, or both, and to removal from office in the discretion of the court.

SEC. 4. *Election by Councils. Rules. Quorum.* The council shall elect one of its members as chairman, who shall be entitled mayor; also a city manager, a clerk and a civil service board, but no member of the council shall be chosen as manager, or as a member of the civil service commission. The council may determine its own rules of procedure, may punish its own members for misconduct and may compel attendance of members. A majority of all the members of the council shall constitute a quorum to do business, but a smaller number may adjourn from time to time.

SEC. 5. *Organization and Procedure of Council.* At 8 o'clock P. M. on the first Monday in (month) following a regular municipal election, the council shall meet at the usual place for holding meetings at which time the newly elected councilmen shall assume the duties of their office. Thereafter the council shall meet at such time and place as may be prescribed by ordinance. The meetings of the council and all sessions of committees of the council shall be public. The council shall act

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only by ordinance or resolution; and all ordinances and resolutions, except ordinances making appropriations, shall be confined to one subject which shall be clearly expressed in the title. The ordinances making appropriations shall be confined to the subject of appropriations. No ordinance shall be passed until it has been read on two separate days or the requirement of readings on two separate days has been dispensed with by a four-fifths vote of the members of the council. The final reading shall be in full, unless the measure shall have been printed and a copy thereof furnished to each member prior to such reading. The ayes and noes shall be taken upon the passage of all ordinances or resolutions and entered upon the journal of the proceedings of the council, and every ordinance or resolution shall require on final passage the affirmative vote of a majority of all the members. No member shall be excused from voting except on matters involving the consideration of his own official conduct, or where his financial interests are involved. Provision shall be made for the printing and publication in full of every ordinance within ten days after its final passage.

SEC. 6. *Powers of Mayor.* The mayor shall preside at meetings of the council and perform such other duties consistent with his office as may be imposed by the council. He shall be recognized as the official head of the city for all ceremonial purposes, by the courts for the purpose of serving civil processes, and by the governor for military purposes. In time of public danger or emergency he may, with the consent of the council, take command of the police and maintain order and enforce the laws. During his absence or disability his duties shall be performed by another member appointed by the council.

NOMINATIONS AND ELECTIONS

SEC. 7. *Municipal Elections.* A municipal election shall be held on the —— day of —— of the —— year[1] and of every second year thereafter, which shall be known as the regular

[1] Municipal elections may be held in the odd years when there is no state or national election. If held in the same year, they should be separated from the latter by at least thirty, and preferably sixty days.

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municipal election. All other municipal elections that may be held shall be known as special municipal elections.

SEC. 8. *Nomination by Petition.* The mode of nomination of all elective officers provided for by this charter shall be by petition. The name of any elector of the city shall be printed upon the ballot, whenever a petition as hereinafter prescribed shall have been filed in his behalf with the election authorities. Such petition shall be signed by at least ——— electors.[1]

No elector shall sign petitions for more candidates than the number of places of that particular designation to be filled at the election and should he do so his signature shall be void as to the petition or petitions last filed.[2]

SEC. 9. *Signatures to and Forms of Nomination Papers.* The signatures to the nomination petition need not all be appended to one paper, but to each separate paper there shall be attached an affidavit of the circulator thereof, stating the number of signers of such paper and that each signature appended thereto was made in his presence and is the genuine signature of the person whose name it purports to be. With each signature shall be stated the place of residence of the signer, giving the street and number or other description sufficient to identify the same. The form of the nomination petition shall be substantially as follows:

We, the undersigned, electors of the city of ...., hereby nominate ....., whose residence is ....., for the office of ....., to be voted for at the election to be held in the city of ....., on the ..... day of ....., 19..; and we individually certify that we are qualified to vote for a candidate for the above office and that we have not signed more nomination petitions of candidates for this office than there are persons to be elected thereto.

Name ..... Street and Number .....

(Space for signatures.)

....., being duly sworn, deposes and says that he is the circulator of the foregoing petition paper containing ..... signa-

[1] From twenty-five to two hundred, the particular number depending on the size of the city adopting the charter.

[2] If proportional representation is used, he shall sign a petition for but one candidate.

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tures, and that the signatures appended thereto were made in his presence and are the signatures of the persons whose names they purport to be.

(Signed) .....

Subscribed and sworn to before me this ..... day of ....., 19..

..... Justice of the Peace (or Notary Public).

This petition, if found insufficient by the election authorities, shall be returned to ..... at No. .... Street.

SEC. 10. *Filing Nomination Papers.* All nomination papers comprising a petition shall be assembled and filed with the election authorities, as one instrument, not earlier than thirty nor later than fifteen days before the election. Any person nominated under this charter shall file with the election authorities his written acceptance of said nomination not later than twenty days before the day of the election, and in the absence of such acceptance his name shall not appear on the ballot.

ELECTIONS

[*Regulations of Election.* The council shall make all needful rules and regulations for conducting elections, for preventing fraud in elections, and for the recount of ballots in case of doubt or fraud, unless provided for by general law.

[After the nomination of candidates by petition in pursuance of the foregoing sections, these candidates may be chosen in several ways; *e. g.*, by proportional representation; by preferential ballot; or at a primary election to be followed (whenever necessary) by a general election. The members of the committee on municipal program had different views as to which of these different methods of selection were most desirable, the majority of the committee believing that either proportional representation or the preferential ballot might be preferable to the primary system which, in most cases, involves the expense and labor of a double election.

[That charter draftsmen may have the benefit of the committee's suggestions, alternative drafts for proportional representation and preferential voting have been prepared and inserted for their guidance as Appendix A and Appendix B, respectively. The committee feels that attention should also be directed to the form of election originally provided for in the charter of Berkeley, Cal., and now followed in San Francisco, Los Angeles and other California cities, where provision is made that any candidate for an office at the preliminary election receiving a majority of all the votes cast should

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be forthwith declared elected, a second election being held to select candidates for those offices only where no one candidate therefor received a majority vote.

[The essential provisions of the San Francisco charter upon this subject, adopted November, 1915, are as follows:

[*Votes Necessary to Elect.* In case there is but one person to be elected to an office, the candidate receiving a majority of the votes cast at the primary election for all the candidates for that office shall be declared elected; in case there are two or more persons to be elected to an office, then those candidates equal in number to the number to be elected, who receive the highest number of votes for such office shall be declared elected; *Provided, however,* that no person shall be declared elected to any such office at such primary election unless the number of votes received by him shall be greater than one-half the number of ballots cast at such election.

[*General Election.* The vacancy or vacancies in any office to which the required number of persons have not been elected at the primary election shall be filled at the general election. The candidates not elected at such primary election, equal in number to twice the number to be elected to any given office (or less, if so there be), who receives the highest number of votes for the respective offices at such first election, shall be the only candidates at such general election; *Provided,* that if there be any person who, under the provisions of this sub-division, would have been entitled to become a candidate for any office except for the fact that some other candidate received an equal number of votes therefor, then all such persons receiving such equal number of votes shall likewise become candidates for such office. The candidates equal in number to the persons to be elected who shall receive the highest number of votes at such general election shall be declared elected to such office.] [1]

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[1] To eliminate the evils of ward representation it has been provided in this model charter that elections should be at large except in cities of 100,000 or more. Elections at large have, however, this disadvantage that they do not insure minority representation and that the watchful care exercised over a city government by those who are in opposition may be entirely absent. In order to remedy this defect, a system of proportional representation may be introduced. It is most effective if five or more councilmen are to be selected at a single election.

There are two well-proved methods by which the system of proportional representation can be applied. One is the List system, in use in Belgium, Sweden, Switzerland and elsewhere; the other, the Hare system, in use in Tasmania and South Africa and incorporated for Irish parliamentary elections in the Parliament of Ireland Act recently passed. The Hare system has also been recently adopted

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THE RECALL [1]

SEC. 11. *Procedure for Filing Recall petition.* Any officer or officers holding an elective office provided for in this charter may be recalled and removed therefrom by the electors of the city as herein provided.[2]

Any elector of the city may make and file with the city clerk an affidavit containing the name or names of the officer or officers whose removal is sought and a statement of the grounds for removal. The clerk shall thereupon deliver to the elector making such affidavit copies of petition blanks for such removal, printed forms of which he shall keep on hand. Such blanks shall be issued by the clerk with his signature and official seal thereto attached; they shall be dated and addressed to the council, shall contain the name of the person to whom issued, the number of blanks so issued, the name of the person or persons whose removal is sought and the office from which such removal is sought.

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for the election of the city council of Ashtabula, Ohio. Of these two systems the List is the simpler so far as the count is concerned, but to the voter neither offers any difficulties. The Hare system makes it possible for whatever grouping is done to be done by means of the marking of the ballots, and gives the voter more perfect freedom in the expression of his will than does the List. It, therefore, more effectively discourages the retention of national party lines in city government. For these reasons the Hare system is better fitted for the choice of city councils in America.

Where proportional representation is used for the election of the council the members should be chosen either at large or in districts electing not fewer than five members. If there are districts, it is not necessary that they should all elect the same number of members. When proportional representation is not desired, the preferential ballot may be used. Provisions for this purpose will be found in Appendix B.

Model provisions for the carrying out of the Hare system are given in Appendix A.

[1] The recall sections were inserted by a majority vote of the committee. They are not applicable in this form if proportional representation is adopted.

[2] Where a large city is divided into districts for electoral purposes the word "district" should be substituted for "city" in these sections.

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A copy of the petition shall be entered in a record book to be kept in the office of the clerk. The recall petition, to be effective, must be returned and filed with the clerk within thirty days after the filing of the affidavit. The petition before being returned and filed shall be signed by electors of the city to the number of at least fifteen per cent of the number of electors who cast their votes at the last preceding regular municipal election, and to every such signature shall be added the place of residence of the signer, giving the street and number or other description sufficient to identify the place. Such signatures need not all be on one paper, but the circulator of every such paper shall make an affidavit that each signature appended to the paper is the genuine signature of the person whose name it purports to be. All such recall papers shall be filed as one instrument, with the endorsements thereon of the names and addresses of three persons designated as filing the same.

SEC. 12. *Examination and Amendment of Recall Petitions.* Within ten days after the filing of the petition the clerk shall ascertain whether or not the petition is signed by the requisite number of electors and shall attach thereto his certificate showing the result of such examination. If his certificate shows the petition to be insufficient, he shall forthwith so notify in writing one or more of the persons designated on the petition as filing the same; and the petition may be amended at any time within ten days, after the giving of said notice, by the filing of a supplementary petition upon additional petition papers, issued, signed and filed as provided herein for the original petition. The clerk shall, within ten days after such amendment, make like examination of the amended petition, and attach thereto his certificate of the result. If then found to be insufficient, or if no amendment was made, he shall file the petition in his office and shall notify each of the persons designated thereon as filing it of that fact. The final finding of the insufficiency of a petition shall not prejudice the filing of a new petition for the same purpose.

SEC. 13. *Calling of Recall Election.* If the petition or amended petition shall be certified by the clerk to be sufficient he shall submit the same with his certificate to the council at its

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next meeting and shall notify the officer or officers whose removal is sought of such action. The council shall thereupon, within ten days of the receipt of the clerk's certificate, order an election to be held not less than thirty nor more than forty-five days thereafter. *Provided,* that if any other municipal election is to occur within sixty days after the receipt of said certificate, the council may in its discretion provide for the holding of the removal election on the date of such other municipal election.

SEC. 14. *Form of Ballot to Recall Officer.* Unless the officer or officers whose removal is sought shall have resigned within ten days after the receipt by the council of the clerk's certificate the form of the ballot at such election shall be as near as may be: "Shall A be recalled? Shall B be recalled?" etc., the name of the officer or officers whose recall is sought being inserted in place of A, B, etc., and the ballot shall also contain the names of the candidates to be elected in place of the men recalled, as follows: "Candidates for the place of A, if recalled; candidates for the place of B, if recalled," etc., but the men whose recall is sought shall not themselves be candidates upon such ballot.

In case a majority of those voting for and against the recall of any official shall vote in favor of recalling such official he shall be thereby removed, and in that event the candidate who receives the highest number of votes for his place shall be elected thereto for the balance of the unexpired term.

If the officer or officers sought to be removed shall have resigned within ten days after the receipt by the council of the clerk's certificate referred to in section 13 hereof, the form of ballot at the election shall be the same, as nearly as may be, as the form in use at a regular municipal election.

SEC. 15. *Procedure on Refusal of Council.* Should the council fail or refuse to order an election as herein provided within the time required, such election may be ordered by any court of general jurisdiction in the county in which said city is situated.

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THE INITIATIVE [1]

SEC. 16. *Power to Initiate Ordinances.* The people shall have power at their option to propose ordinances, including ordinances granting franchises or privileges, and other measures and to adopt the same at the polls, such power being known as the initiative. A petition, meeting the requirements hereinafter provided and requesting the council to pass an ordinance, resolution, order or vote (all of these four terms being hereinafter included in the term "measure") therein set forth or designated, shall be termed an initiative petition and shall be acted upon as hereinafter provided.

SEC. 17. *Preparation of Initiative Petitions.* Signatures to initiative petitions need not all be on one paper, but the circulator of every such paper shall make an affidavit that each signature appended to the paper is the genuine signature of the person whose name it purports to be. With each signature shall be stated the place of residence of the signer, giving the street and number or other description sufficient to identify the place. All such papers pertaining to any one measure shall have written or printed thereon the names and addresses of at least five electors who shall be officially regarded as filing the petition, and shall constitute a committee of the petitioners for the purposes hereinafter named. All such papers shall be filed in the office of the city clerk as one instrument. Attached to every such instrument shall be a certificate signed by the committee of petitioners or a majority of them stating whether the petition is intended to be a "Fifteen Per Cent Petition" or a "Twenty-five Per Cent Petition."

SEC. 18. *Filing of Petitions.* Within ten days after the filing of the petition the clerk shall ascertain by examination the number of electors whose signatures are appended thereto and whether this number is at least fifteen per cent or twenty-five per cent, as the case may be, of the total number of electors who cast their votes at the last preceding regular municipal election, and he shall attach to said petition his certificate showing the

[1] The initiative sections were inserted by a majority vote of the committee.

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result of said examination. If, by the clerk's certificate, of which notice in writing shall be given to one or more of the persons designated, the petition is shown to be insufficient it may be amended within ten days from the date of said certificate by filing supplementary petition papers with additional signatures. The clerk shall within ten days after such amendment make like examination of the amended petition, and if his certificate shall show the same to be insufficient, the clerk shall file the petition in his office and shall notify each member of the committee of that fact. The final finding of the insufficiency of a petition shall not prejudice the filing of a new petition for the same purpose.

SEC. 19. *Submission of Petition to Council.* If the petition shall be found to be sufficient, the clerk shall so certify and submit the proposed measure to the council at its next meeting, and the council shall at once read and refer the same to an appropriate committee, which may be a committee of the whole. Provision shall be made for public hearings upon the proposed measure before the committee to which it is referred. Thereafter the committee shall report the proposed measure to the council, with its recommendation thereon, not later than sixty days after the date upon which such measure was submitted to the council by the clerk. Upon receiving the proposed measure from the committee the council shall at once proceed to consider it and shall take final action thereon within thirty days from the date of such committee report.

SEC. 20. *Election on Initiated Measures.* If the council shall fail to pass the proposed measure, or shall pass it in a form different from that set forth in the petition, then if the petition was a " twenty-five per cent petition " the proposed measure shall be submitted by the council to the vote of the electors at the next election occurring not less than thirty days after the date of the final action by the council, and if no election is to be held within six months from such date, then the council shall call a special election to be held not less than thirty nor more than forty-five days from such date. But if the petition was a " fifteen per cent petition " the proposed measure shall be submitted as in the

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case of a "twenty-five per cent petition," except that no special election shall be called unless within thirty days after the final action by the council on the proposed measure a supplemental petition shall be filed with the clerk signed by a sufficient number of additional electors asking for the submission of the proposed measure so that the original petition when combined with such supplementary petition shall become a "twenty-five per cent petition." In case such supplementary petition is filed the council shall call a special election to be held not less than thirty nor more than forty-five days after the receipt of the clerk's certificate that a sufficient supplementary petition has been filed. The sufficiency of any such supplementary petition shall be determined, and it may be amended, in the manner provided for original petitions. When submitted the measure shall be either in its original form, or with any proposed change or addition which was presented in writing either at the public hearing before the committee to which such proposed measure was referred, or during the consideration thereof by the council; and said committee of petitioners shall certify to the clerk the requirement of submission and the proposed measure in the form desired, within ten days after the date of final action on such measure by the council. Upon receipt of the certificate and certified copy of such measure, the clerk shall certify the fact to the council at its next meeting and such measure shall be submitted by the council to the vote of the electors in a regular or special municipal election as hereinbefore provided.

SEC. 21. *Initiative Ballots.* The ballots used when voting upon any such proposed measure shall state the substance thereof, and below it the two propositions "For the measure" and "Against the measure." Immediately at the right of each proposition there shall be a square in which by making a cross (X) the voter may vote for or against the proposed measure. If a majority of the electors voting on any such measure shall vote in favor thereof, it shall thereupon become an ordinance, resolution, order or vote of the city as the case may be.

The following shall be the form of the ballot:

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TITLE OF MEASURE
With general statement of substance thereof.

FOR THE MEASURE	
AGAINST THE MEASURE	

SEC. 22. *Number of Measures to be Initiated.* Any number of proposed measures may be voted upon at the same election in accordance with the provisions of this charter.

THE REFERENDUM [1]

SEC. 23. *Power of Referendum.* The people shall have power at their option to approve or reject at the polls any measure passed by the council or submitted by the council to a vote of the electors, such power being known as the referendum, which power shall be invoked and exercised as herein provided. Measures submitted to the council by initiative petition and passed by the council without change, or passed in an amended form and not required by the committee of the petitioners to be submitted to a vote of the electors, shall be subject to the referendum in the same manner as other measures.

SEC. 24. *Limitations on Enforcement of Ordinances.* No measure shall go into effect until thirty days after its passage unless it be declared an emergency measure on the ground of urgent public need for the preservation of peace, health, safety or property, the facts showing such urgency and need being specifically stated in the measure itself and the measure being passed by a vote of not less than four-fifths of the members of the council. But no measure granting or amending any public utility or amending or repealing any measure adopted by the people at the polls or by the council in compliance with an initiative petition, shall be regarded as an emergency measure.

SEC. 25. *Referendum Petition.* If within thirty days after the final passage of any measure by the council a petition signed by electors of the city to the number of at least 10 per cent of the number of electors who cast their votes at the last preceding regular municipal election, be filed with the city clerk requesting that any such measure, or any part thereof, be repealed

[1] The referendum sections were inserted by a majority vote of the committee.

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or be submitted to a vote of the electors, it shall not, except in the case of an emergency measure, become operative until the steps indicated herein have been taken.

SEC. 26. *Signatures to Petition.* The signatures thereto need not all be on one paper, but the circulator of every such paper shall make an affidavit that each signature appended thereto is the genuine signature of the person whose name it purports to be. With each signature shall be stated the place of residence of the signer, giving the street and number or other description sufficient to identify the place. All such papers shall be filed in the office of the city clerk as one instrument. A referendum petition need not contain the text of the measure designated therein and of which the repeal is sought.

SEC. 27. *Certification of Petition.* Within ten days after the filing of the petition the clerk shall ascertain whether or not the petition is signed by the electors of the city to the number of at least 10 per cent of the number of electors who cast their votes at the last preceding regular municipal election and he shall attach to such petition his certificate showing the result of such examination. If by the clerk's certificate the petition is shown to be insufficient, it may be amended within ten days from the date of said certificate by the filing of supplementary petition papers with additional signatures. The clerk shall within ten days after such amendment make like examination of the amended petition and certify the result thereof.

SEC. 28. *Referendum Election.* If the petition be found sufficient, the council shall proceed to reconsider such measure or such part thereof as the petition shall specify. If upon such reconsideration such measure, or such part thereof, be not repealed or amended as demanded in the petition, the council shall provide for submitting the same, by the method herein provided, to a vote of the electors at the next municipal election occurring not less than thirty days after the receipt by the council of the clerk's certificate, and such measure, or such part thereof, shall thereupon be suspended from going into effect until said election and shall then be deemed repealed unless approved by a majority of those voting thereon. Or the council by a four-fifths vote may submit such measure or part thereof with like effect

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to the electors at a special election to be called by said council not less than thirty days after the receipt of said clerk's certificate.

SEC. 29. *Title of Ballot.* Proposed measures and charter amendments shall be submitted by ballot title. There shall appear upon the official ballot a ballot title which may be distinct from the legal title of any such proposed measure or charter amendment and which shall be a clear, concise statement, without argument or prejudice, descriptive of the substance of such measure or charter amendment. The ballot title shall be prepared by the committee of the petitioners if for an initiated or a referendum measure, or by a committee of the council when submitted by the council.

SEC. 30. *Form of Ballot.* The ballots used when voting upon such proposed measure shall designate the same, and below it the two propositions, "For the measure" and "Against the measure."

SEC. 31. *Emergency Measures.* Measures passed as emergency measures shall be subject to referendum like other measures, except that they shall not be suspended from going into effect while referendum proceedings are pending. If, when submitted to a vote of the electors, an emergency measure be not approved by a majority of those voting thereon, it shall be considered repealed, as regards any further action thereunder and all rights and privileges conferred by it shall be null and void: *Provided, however,* that such measure so repealed shall be deemed sufficient authority for any payment made or expense incurred in accordance with the measure previous to the referendum vote thereon.

SEC. 32. *Official Publicity Pamphlet.* The city clerk, at least fifteen days before any election at which any measure or charter amendment is to be submitted, shall print and mail to each elector qualified to vote thereon an official publicity pamphlet containing the full text of every measure or charter amendment submitted, with their respective ballot titles, together with arguments, for or against such measures or charter amendments, which may have been filed with the city clerk not less than twenty days before such election. Such arguments shall be signed by the person, persons, or officers of organizations authorized to submit and sign the same, who shall deposit with the city clerk

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at the time of filing a sum of money sufficient to cover the proportionate cost of the printing and paper for the space taken, but no more. The text of every measure or charter amendment shall also be displayed at the polling booths in such election. *Provided,* that the validity of a measure or charter amendment approved by the electors shall not be questioned because of errors or irregularities in such mailing, distribution or display.

SEC. 33. *Conflict of Referred Measures.* If two or more measures adopted or approved at the same election conflict in respect of any of their provisions, they shall go into effect in respect of such of their provisions as are not in conflict and the one receiving the highest affirmative vote shall prevail in so far as their provisions conflict.

ADMINISTRATIVE SERVICE: THE CITY MANAGER [1]

SEC. 34. *The City Manager.* The city manager shall be the chief executive officer of the city. He shall be chosen by the council solely on the basis of his executive and administrative qualifications. The choice shall not be limited to inhabitants of the city or state.[2]

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[1] While the manager plan herein proposed is probably the most advanced and scientific form of municipal organization yet suggested, it is of the highest importance that any city adopting the plan should not omit any of the other principal features accompanying it in this draft. Without these provisions the manager plan, owing to its concentration of executive and administrative authority in the manager, might prove to be susceptible to perversion in the interest of a boss in cities with an undeveloped and inactive public opinion, because the members of council might then be elected upon a slate pledged beforehand to the selection of some particular candidate as manager.

It is also true that no form of government can in and of itself produce good results. The most that any plan can do is to provide an organization which lends itself to efficient action, and which at the same time places in the hands of the electorate simple and effective means for controlling their government in their own interests. The evils in city government due to defective and undemocratic organization can thus be removed; beyond that, results can only be achieved through the growth of an active and enlightened public opinion.

[2] The German plan of publicly advertising for a burgomeister and

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The city manager shall receive a compensation of not less than ———— a year.[1] He shall be appointed for an indefinite period. He shall be removable by the council. If removed at any time after six months he may demand written charges and a public hearing on the same before the council prior to the date on which his final removal shall take effect, but during such hearing the council may suspend him from office. During the absence or disability of the city manager the council shall designate some properly qualified person to perform the duties of the office.

SEC. 35. *Powers and Duties of the City Manager.* The city manager shall be responsible to the council for the proper administration of all affairs of the city, and to that end shall make all appointments, except as otherwise provided in this charter. Except when the council is considering his removal, he shall be entitled to be present at all meetings of the council and of its committees and to take part in their discussion.

SEC. 36. *Annual Budget.* The city manager shall prepare and submit to the council the annual budget after receiving estimates made by the directors of the departments.

ADMINISTRATIVE DEPARTMENTS

SEC. 37. *Administrative Departments Created.* There shall be six administrative departments as follows: Law, health, works and utilities, safety and welfare, education[2] and finance, the functions of which shall be prescribed by the council except as herein otherwise provided. The council shall fix all salaries, which in the classified service shall be uniform for each grade, as established by the civil service commission, and the council may, by a three-fourths vote of its entire membership, create new departments, combine or abolish existing depart-

heads of departments and selecting the ones who best show the qualifications demanded has been highly successful.

[1] The minimum salary would vary according to the size of the city and the responsibilities of the office. Dayton, Ohio, a city of 117,000 inhabitants, pays its city manager a salary of $12,500 per year.

[2] In places where the school system works well under a separate organization it had better not be disturbed, and in such cases the department of education will generally have to be omitted.

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ments or establish temporary departments for special work.[1]

SEC. 38. *Duties of Directors of Departments.* At the head of each department there shall be a director. Each director shall be chosen on the basis of his general executive and administrative experience and ability and of his education, training and experience in the class of work which he is to administer. The director of the department of law shall be a lawyer; of health, a sanitary engineer or a member of the medical profession; of works, an engineer; of education, a teacher by profession; of safety, and welfare, a man who has had administrative experience; and of finance, a man who has had experience in banking, accounting or other financial matters; or in each case the man must have rendered active service in the same department in this or some other city.

Each director shall be appointed by the city manager and may be removed by him at any time; but in case of such removal, if the director so demands, written charges must be preferred by

[1] The number of departments may be increased or diminished according to the population or other local needs of a given city. Where it is increased it will probably be desirable to divide the department of safety and welfare into two departments, and in some cases to divide the department of safety into police and fire departments respectively. The department of utilities may be separated from department of public works when (1) such utilities are privately owned, so that their administration is chiefly regulative; and (2) in large cities where the department of works and utilities would make too large a department or where it seemed desirable to put all the revenue-producing industries in one department. In reducing the number of departments, those of law, health and finance might be cut out in the order named, either combining them with remaining departments (as health with welfare and safety) or making them directly subordinate to the city manager.

The number of departments can be kept down in the larger cities and reduced in the smaller ones by (1) the creation of department bureaus and (2) where so complex an organization as a bureau is not needed by having the proper official report directly to the city manager instead of to a department head.

The principle underlying the formation of departments and bureaus should be twofold: (1) functional grouping and (2) tasks which demand the time and capacity of the highest grade of administrative heads — *i. e.,* one first-class full-time man to head each department.

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the city manager, and the director shall be given a public hearing before the order of removal is made final. The charges and the director's reply thereto shall be filed with the clerk of council.

SEC. 39. *Responsibility of Directors of Departments.* The directors of departments shall be immediately responsible to the city manager for the administration of their departments and their advice in writing may be required by him on all matters affecting their departments. They shall prepare departmental estimates, which shall be open to public inspection, and they shall make all other reports and recommendations concerning their departments at stated intervals or when requested by the city manager.

SEC. 40. *Powers of Subpoena.* The council, the city manager and any officer or board authorized by them, or either of them, shall have power to make investigations as to city affairs, to subpoena witnesses, administer oaths and compel the production of books and papers.

CIVIL SERVICE BOARD

SEC. 41. *Creation of Civil Service Board.* A civil service board shall be appointed by the council to consist of three members. The terms of the members when the first appointments are made shall be so arranged as to expire one every two years, and each appointment made thereafter upon the expiration of any term shall be for six years. The council shall also fill any vacancy for an unexpired term. A member of the board shall be removable for neglect, incapacity or malfeasance in office by a four-fifths vote of the council, after written charges upon at least ten days' notice and after a public hearing.

The board shall employ a secretary and a chief examiner (but the same person may perform the duties of both offices) and such further examiners and such clerical and other assistance as may be necessary, and shall determine the compensation of all persons so employed. Provision shall be made in the annual budget and appropriation bill for the expenses of the board.

SEC. 42. *Power to Make Rules and What the Rules Shall Provide.* The board shall, after public notice and hearing, make, promulgate and, when necessary, amend rules for the appoint-

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ment, promotion, transfer, lay off, reinstatement, suspension and removal of city officials and employees, reporting its proceedings to the council and to the city manager when required. Such rules shall, among other things, provide:

(a) For the standardization and classification of all positions and employments in the civil service of the city. The classification into groups and subdivisions shall be based upon and graded according to their duties and responsibilities and so arranged as to promote the filling of the higher grades, so far as practicable, through promotion. All salaries shall be uniform for like service in each grade as the same shall be standardized and classified by the civil service board. The civil service so standardized and classified shall not include officers elected by the people, nor the judges, and may or may not include the directors of executive departments, or the superintendents, principals and teachers of the public schools, as may be directed by the council.

(b) For open competitive tests, to ascertain the relative fitness of all applicants for appointment to the classified civil service of said city, including mechanics and laborers — skilled and unskilled. Such tests shall be practical and relate to matters which will fairly measure the relative fitness of the candidates to discharge the duties of the positions to which they seek to be appointed. Notice of such tests shall be given not less than ten days in advance by public advertisement in at least one newspaper of general circulation, and by posting a notice in the city hall. The board may, by unanimous vote, provide for non-competitive tests for any position requiring peculiar and exceptional qualifications of a scientific, managerial, professional or educational character, but all such actions of the board with the reasons therefor shall be published in its annual report.

(c) For the creation of eligible lists upon which shall be entered the names of successful candidates in the order of their standing in examination, and for the filling of places in the civil service of the city by selection from not more than the three candidates graded highest on such eligible lists. Eligible lists shall remain in force not longer than two years.

In the absence of an appropriate eligible list, any place may

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be filled temporarily without examination for a period limited by the rules, but not to exceed sixty days, during which time the board shall hold the necessary examination for filling the place permanently. With the consent of the board, persons may be temporarily employed for transitory work without examination, but such employment shall not continue for more than sixty days, or be renewed.

No person shall be appointed or employed under any title not appropriate to the duties to be performed, and no person shall be transferred to or assigned to perform any duties of any position subject to competitive tests unless he shall have been appointed to the position from which transfer is made as the result of an open competitive test equivalent to that required for the position to be filled, or unless he shall have served with fidelity for at least two years immediately preceding in a similar position in the city. Each list of eligibles, with the respective grades, shall be open to public inspection.

Any person appointed from an eligible list and laid off for lack of work or of appropriation shall be placed at the head of the eligible list and shall be eligible for reappointment for the period of eligibility as provided by the rules of the board.

(d) For a period of probation not exceeding six months before an appointment or employment is made permanent.

(e) For reinstatement on the eligible lists of persons who without fault or delinquency are separated from the service.

(f) For promotion from the lower grades to the higher, based upon competitive records of efficiency and seniority to be furnished by the departments in which the person is employed and kept by said civil service board, or upon competitive promotion tests, or both. Appointments to such higher positions as shall be specified by the board may, if the city manager approves, be made after competitive tests in which persons not in the service of the city may also compete as well as applicants for such positions from the lower grades of the service or from other branches thereof; and the appointments shall be made to such higher positions from those standing highest as in the case of other competitive tests. An increase in compensation within a grade may

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be granted upon the basis of efficiency and seniority records.

SEC. 43. *Supervisory Powers of Civil Service Board.* It shall be the duty of the civil service board to supervise the execution of the civil service sections and the rules made thereunder, and it shall be the duty of all persons in the public service of said city to comply with said rules and aid in their enforcement.

The said board shall keep public records of its proceedings of the markings and gradings upon examinations, and of all recommendations or certificates of the qualifications of applicants for office or employment; and it shall also keep a public record of the conduct and efficiency of each person in the service of the city, to be furnished by the head of the department in which such person is employed in such form and manner as the board may prescribe.

The board may make investigations concerning the facts in respect to the execution of the civil service sections and of the rules established thereunder and concerning the general condition of the civil service of the city or any branch thereof. The board shall fix standards of efficiency and recommend measures for coördinating the operation of the various departments and for increasing individual, group and departmental efficiency. Each member of the board, or any person whom the board may appoint to make such investigations, shall have power to administer oaths, to compel the production of books and papers and to subpoena witnesses.

The board shall keep a complete public roster of all persons in the service of the city and certify to the proper official the name and compensation of each person employed; also every change occurring in any office or employment, and no treasurer or other public disbursing officer shall pay and no controller or other auditing officer shall authorize the payment of any salary or compensation to any person holding a position in the classified service, unless the pay roll or account for such salary or compensation shall bear the certificate of the board that the person named therein has been appointed or employed and is performing services in accordance with the provisions of this charter and the rules hereby authorized. Any sums paid contrary to the

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provisions of this section may be recovered from any officer paying or authorizing the payment thereof and from the sureties on his official bond.

SEC. 44. *Power of Removal and Suspension.* Any officer or employee in the classified service may be removed, suspended, laid off, or reduced in grade by the city manager or by the head of the department in which he is employed, for any cause which will promote the efficiency of the service; but he must first be furnished with a written statement of the reasons therefor and be allowed a reasonable time for answering such reasons in writing, which answer, if he so request, shall (so far as the same is relevant and pertinent) be made a part of the records of the board; and he may be suspended from the date when such written statement of reasons is furnished him. No trial or examination of witnesses shall be required in such case except in the discretion of the officer making the removal. In all cases provided for in this paragraph the action of the city manager or head of the department shall be final.

The civil service board shall also have the right to remove or reduce any official or employee upon written charges of misconduct preferred by any citizen, but only after reasonable notice to the accused and in full hearing. It shall also be the duty of the board to fix a minimum standard of conduct and efficiency for each grade in the service, and whenever it shall appear from the reports of efficiency made to said board, for a period of three months, that the conduct and efficiency of any employee has fallen below this minimum, such employee shall be called before the board to show cause why he should not be removed, and if upon hearing no reason is shown satisfactory to the board he shall be removed, suspended or reduced in grade as the board shall determine.

SEC. 45. *Restrictions on Civil Service Appointees and Forbidden Practices.* No person shall willfully or corruptly make any false statement, certificate, mark, grading or report in regard to any examination or appointment held or made under this article, or in any other manner attempt to commit any fraud upon the impartial execution of this article or of the civil service rules and regulations.

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No person in the classified service shall directly or indirectly give, solicit or receive or be in any manner concerned in giving, soliciting or receiving any assessment, subscription or contribution for any political party or purpose whatever. No person whosoever shall orally or by letter solicit or be in any manner concerned in soliciting any assessment, subscription or contribution for any political party from any person holding a position in the classified service. No person shall use or promise to use his influence or official authority to secure any appointment or prospect of appointment to any position classified and graded under this charter as a reward or return for personal or partisan political service. No person about to be appointed to any position classified and graded under this charter shall sign or execute a resignation dated or undated in advance of such appointment. No person in the service of the city shall discharge, suspend, lay off, degrade, or promote, or in any manner change the official rank or compensation of any other person in said service, or promise or threaten to do so for withholding or neglecting to make any contribution of money or service or any other valuable thing for any political purpose.

No person shall take part in preparing any political assessment, subscription or contribution with the intent that the same shall be sent or presented to or collected from any person in the classified service of the city; and no person shall knowingly send or present, directly or indirectly, in person or by letter, any political assessment, subscription or contribution to, or request its payment by any person in the classified service.

No person in the service of the city shall use his official authority or influence to coerce the political action of any person or body, or to interfere with any nomination or election to public office.

No person holding office or place classified and graded under the provisions of this article shall act as an officer of a political organization or take any active part in a political campaign or serve as a member of a committee of any such organization or circulate or seek signatures to any petition provided for by any primary or election laws, other than an initiative or referendum petition, or act as a worker at the polls in favor of or opposed

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to any candidate for election or nomination to a public office, whether federal, state, county or municipal.

SEC. 46. *Politics and Religion Excluded.* No question in any examination held hereunder shall relate to political or religious opinions, affiliations or service, and no appointment, transfer, lay off, promotion, reduction, suspension or removal shall be affected or influenced by such opinions, affiliations or service.

SEC. 47. *Violations of Civil Service Rules and Regulations.* Any person who shall willfully, or through culpable negligence, violate any of the provisions of this article or of the rules of the board made in pursuance thereof shall be guilty of a misdemeanor, and shall, on conviction, be punished by a fine of not less than $50 nor more than $1000, or by imprisonment for a term not exceeding six months, or by both such fine and imprisonment. If such person be an applicant for examination he shall be excluded therefrom. If he be an eligible his name shall be removed from the eligible list, and if he be an officer or employee of the city he shall thereby be removed forthwith from the service.

SEC. 48. *Power of Taxpayer to Enforce Rules.* Any taxpayer in the city may maintain an action to recover for the city any sum of money paid in violation of the civil service provisions, or to enjoin the board from attaching its certificate to a payroll or account for services rendered in violation of this charter or the rules made thereunder; and the rules made under the foregoing provisions shall for this and all other purposes have the force of law.

FINANCIAL PROVISIONS

SEC. 49. *The Director of Finance.* The director of finance shall have direct supervision over the department of finance and the administration of the financial affairs of the city, including the keeping of accounts and financial records; the levy, assessment and collection of taxes, special assessments and other revenues (except as otherwise provided by general law); the custody and disbursement of city funds and moneys; the control over expenditures; and such other duties as the council may, by ordinance, provide.

SEC. 50. *Accounts and Records.* Accounts shall be kept by

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the department of finance, showing the financial transactions for all departments of the city. Forms for all such accounts shall be prescribed by the director of finance with the approval of the city manager; and shall be adequate to record all cash receipts and disbursements, all revenues accrued and liabilities incurred, and all transactions affecting the acquisition, custody and disposition of values, and to make such reports of the financial transactions and condition of the city as may be required by law or ordinance. Financial reports shall be prepared for each quarter and each fiscal year, and for such other periods as may be required by the city manager, or the council.

SEC. 51. *Annual Budget.* Not later than one month before the end of each fiscal year, the city manager shall prepare and submit to the council an annual budget for the ensuing fiscal year, based upon detailed estimates furnished by the several departments and other divisions of the city government, according to a classification as nearly uniform as possible. The budget shall present the following information:

(a) An itemized statement of the appropriations recommended by the city manager for current expenses and for permanent improvements for each department and each division thereof for the ensuing fiscal year, with comparative statements in parallel columns of the appropriations and expenditures for the current and next preceding fiscal year, and the increases or decreases in the appropriations recommended;

(b) An itemized statement of the taxes required and of the estimated revenues of the city from all other sources for the ensuing fiscal year, with comparative statements in parallel columns of the taxes and other revenues for the current and next preceding fiscal year, and of the increases or decreases estimated or proposed;

(c) A statement of the financial condition of the city; and

(d) Such other information as may be required by the council.

Copies of such budget shall be printed and available for distribution not later than two weeks after its submission to the council; and a public hearing shall be given thereon by the council or a committee thereof before action by the council.

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SEC. 52. *Appropriation Ordinance. Temporary Appropriations. Transfers.* Not later than one month after the beginning of the fiscal year the council shall pass an annual appropriation ordinance, which shall be based on the budget submitted by the city manager. The total amount of appropriations shall not exceed the estimated revenues of the city.

Before the annual appropriation ordinance has been passed, the council, with the approval in writing of the city manager, may make appropriations for current department expenses, chargeable to the appropriations of the year when passed, to an amount sufficient to cover the necessary expenses of the various departments until the annual appropriation is in force. No other liabilities shall be incurred by any officer or employee of the city, except in accordance with the provisions of the annual appropriation ordinance, or under continuing contracts and loans authorized under the provisions of this charter.

At any meeting after the passage of the appropriation ordinance, and after at least one week's public notice, the council, by a three-fourths vote, may amend such ordinance, so as to authorize the transfer of unused balances appropriated for one purpose to another purpose, or to appropriate available revenues not included in the annual budget.

SEC. 53. *Tax Levy.* On or before the ———— day of ———— in each year, the council shall, by ordinance, levy such tax as may be necessary to meet the appropriations made (less the estimated amount of revenue from other sources) and all sums required by law to be raised on account of the city debt, together with such addition, not exceeding five per cent, as may be necessary to meet commissions, fees and abatements in the amount of taxes collected from the estimates.

SEC. 54. *Assessment of Property.* All property subject to *ad valorem* taxation shall be valued at its fair market value, subject to review and equalization, as provided by law or ordinance. In valuing improved real estate for taxation the market value of the land shall be valued separately; and improvements thereon shall be valued at the amount by which they increase the value of the land.

SEC. 55. *Special Assessments.* The council shall have

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power by ordinance to provide for the payment of all or any part of the cost of the construction, reconstruction, repair, operation or maintenance of any structure or work in the nature of a public improvement, including a public utility, by levying and collecting special assessments upon abutting, adjacent and contiguous or other property specially benefited. Such special assessments for works of construction or reconstruction may be payable in installments within a period of not more than ten years. The amount so assessed against any property shall not exceed the amount of benefits accruing to such property from such improvement and the operation thereof. Provision shall be made by ordinance for the method of levying and apportioning such special assessments, for the publication of plans, for serving notices on the owners of property affected, and for hearing complaints and claims before final action thereon.

SEC. 56. *Bond Issues.* Money may be borrowed by the issue and sale of bonds, pledged on the credit of the city, or on the property or revenues of any public utility owned by the city, for the purchase of land, the construction and equipment of buildings and other permanent public improvements and the payment or refunding of bonds previously issued. No ordinance providing for the issue of bonds shall be passed without public notice at least two weeks before final action by the council, and the approval of two-thirds of all the members of the council, or submission to the electors of the city at a regular or special election and the approval of a majority of those voting thereon. No bonds shall be issued on the credit of the city which shall increase such bonded indebtedness of the city beyond ——— per cent of the assessed valuation of property in the city subject to direct taxation, as shown by the last preceding valuation for city taxes.[1] Every issue of bonds shall be payable within a term of years, not to exceed the estimated period of utility of the improvement for which they are issued, and in no case to exceed thirty years;[2] and shall be payable in equal annual serial installments, including principal and interest. Every or-

[1] If desired, provision may be made for the issue of bonds outside the debt limit on the credit of the city for self-sustaining utilities.

[2] In cities where subways and other improvements of extraordinary

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dinance for the issue of bonds shall provide for a tax levy for each year to meet the annual serial installments of principal and interest, and such amounts shall be included in the tax levy for each year.[1]

SEC. 57. *Temporary Loans.* Money may be borrowed in anticipation of the receipts from taxes during any fiscal year, by the issue of notes, certificates of indebtedness or revenue bonds; but the aggregate amount of such loans at any time outstanding shall not exceed ———— per cent of the receipts from taxes during the preceding fiscal year; and all such loans shall be paid out of the receipts from taxes for the fiscal year in which they are issued. If upon the ———— day of ———— there shall be any outstanding loans or notes for money borrowed in anticipation of taxes prior to the adoption of this charter, such loans or any part thereof may be renewed or refunded by the issue of notes, certificates of indebtedness or revenue bonds, payable in equal annual installments with interest, for not more than five successive years. No temporary loans authorized by this section shall be made without public notice at least two weeks before final action by the council, and the approval of two-thirds of all the members of the council.

SEC. 58. *Restrictions on Loans and Credit.* No money shall be borrowed by the city except for the issue of bonds or temporary loans, as authorized by sections 56 and 57 of this charter, and subject to the limitations prescribed by law and this charter. The credit of the city shall not in any manner be given or loaned to or in aid of any individual, association or corporation, except that suitable provision may be made for the aid and support of its poor.

SEC. 59. *Collection and Custody of City Moneys.* All taxes, special assessments, and license fees accruing to the city shall be collected by officers of the department of finance. All moneys

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cost and permanency may be needed this period may be extended to fifty years.

[1] For cities having sinking funds, provision should be made for their continuation and management until maturity. The sinking fund board may consist of the mayor, the director of finance and three other members appointed by the council for a term of four years, to serve without compensation.

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received by any officer or employee of the city for or in connection with the business of the city shall be paid promptly into the city treasury, and shall be deposited with such responsible banking institutions as furnish such security as the council may determine and shall pay the highest rate of interest, and all such interest shall accrue to the benefit of the city. The council shall provide by ordinance for the prompt and regular payment and deposit of all city moneys as required by this section.

SEC. 60. *Contracts and Purchases.* No continuing contract (which involves the payment of money out of the appropriations of more than two years) shall be made for a period of more than ten years except public utility franchises; and no such contract shall be valid without public notice at least two weeks before final action of the council and the approval of two-thirds of all the members of the council, or submission to the electors of the city at a regular or special election and the approval of a majority of those voting thereon.

Any public work or improvement costing more than one thousand dollars shall be executed by contract, except where a specific work or improvement is authorized by the council based on detailed estimates submitted by the department authorized to execute such work or improvement. All contracts for more than one thousand dollars shall be awarded to the lowest responsible bidder, after public advertisement and competition, as may be prescribed by ordinance. But the city manager shall have the power to reject all the bids and to advertise again; and all advertisements shall contain a reservation of this right.

SEC. 61. *Payment of Claims.* Payments by the city shall be made only upon vouchers certified by the head of the appropriate department or other division of the city government, and by means of warrants on the city treasury, issued by the director of finance and countersigned by the city manager. The director of finance shall examine all pay rolls, bills and other claims and demands against the city; and shall issue no warrant for payment unless he finds that the claim is in proper form, correctly computed and duly certified; that it is justly and legally due and payable; that an appropriation has been made therefor which has not been exhausted or that the payment has been otherwise

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legally authorized; and that there is money in the city treasury to make payment. He may require any claimant to make oath to the validity of a claim. He may investigate any claim, and for such purposes may examine witnesses under oath; and if he finds it is fraudulent, erroneous or otherwise invalid, shall not issue a warrant therefor.

SEC. 62. *Audit of Accounts.* Upon the death, resignation, removal or expiration of the term of any officer of the city, other than the director of finance, the director of finance shall make an audit and investigation of the accounts of such officer, and shall report to the city manager and council.

As soon as practicable after the close of each fiscal year, an annual audit shall be made of all the accounts of all city officers; and upon the death, resignation, removal or expiration of the term of the director of finance, an audit shall be made of his accounts. Such audits shall be made under the provisions of any law for the inspection and audit of municipal accounts by state officers; and if there is no such state inspection such audits shall be made by qualified public accountants, selected by the council, who have no personal interest, direct or indirect, in the financial affairs of the city or any of its officers or employees. The council may at any time provide for an examination or audit of the accounts of any officer or department of the city government.

PUBLIC UTILITIES [1]

SEC. 63. *Granted by Ordinance.* All public utility franchises and all renewals, extensions and amendments thereof shall be granted or made only by ordinance; but no such proposed ordinance shall be adopted until it has been printed in full and until a printed report containing recommendations thereon shall have been made to the council by the city manager [or the

[1] The public utility and franchise policy embodied in a model city charter should be so formulated as to conserve and further the following purposes:

I. To secure to the people of the city the best public utility service that is practicable.

II. To secure and preserve to the city as a municipal corporation the fullest possible control of the streets and of their special uses.

III. To remove as far as practicable the obstacles in the way of

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bureau of franchises], until adequate public hearings have thereafter been held on such ordinance and until at least two weeks after its official publication in final form. No public utility franchise shall be transferable except with the approval of the council expressed by ordinance; and copies of all transfers and mortgages or other documents affecting the title or use of public utilities shall be filed with the city manager within ten days after the execution thereof.

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the extension of municipal ownership and operation of public utilities, and to render practicable the success of such ownership and operation when undertaken.

IV. To secure for the people of the city public utility rates as low as practicable, consistent with the realization of the three purposes above set forth.

It should be no part of such policy to secure compensation for franchises or special revenues for general city purposes by an indirect tax upon the consumers of public utility services.

In formulating a policy to carry out the four purposes above stated the following principles should be recognized:

1. Each utility serving an urban community should be treated as far as practicable as a monopoly with the obligations of a monopoly; and its operation within the city should be based as far as practicable upon a single comprehensive ordinance or franchise grant uniform in its application to all parts of the city and to all extensions of plant and service.

2. Every franchise should be revocable by the city upon just compensation being paid to its owners, when the city is prepared to undertake public ownership.

3. The control of the location and character of public utility fixtures, the character and amount of service rendered and the rates charged therefor should be reserved to the city, subject to reasonable review by the courts or a state utilities commission where one exists.

4. The granting and enforcement of franchises and the regulation of utilities operating thereunder should be subject to adequate public scrutiny and discussion and should receive full consideration by an expert bureau of the city government established and maintained for that purpose, or in case the maintenance of such bureau is impracticable, by an officer or committee designated for the purpose.

5. Private investments in public utilities should be treated as investments in aid of public credit and subject to public control, and should be safeguarded in every possible way and the rate of return allowed thereon should be reduced to the minimum return necessary in the case of safe investments with a fixed and substantially assured fair earning power.

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SEC. 64. *Term and Plan of Purchase.* Any public utility franchise may be terminated by ordinance at specified intervals of not more than five years after the beginning of operation, whenever the city shall determine to acquire by condemnation or otherwise the property of such utility necessarily used in or conveniently useful for the operation thereof within the city limits.[1] The method of determining the price to be paid for the public utility property shall be fixed in the ordinance granting the franchise.

SEC. 65. *Right of Regulation.* All grants, renewals, extensions or amendments of public utility franchises, whether so provided in the ordinance or not, shall be subject to the right of the city:

(a) To repeal the same by ordinance at any time for misuse or non-use, or for failure to begin construction within the time prescribed, or otherwise to comply with the terms prescribed;

(b) To require proper and adequate extensions of plant and service, and the maintenance of the plant and fixtures at the highest practicable standard of efficiency;

(c) To establish reasonable standards of service and quality of products and prevent unjust discrimination in service or rates;[2]

(d) To prescribe the form of accounts and at any time to examine and audit the accounts and other records of any such utility and to require annual and other reports by each such public utility; *Provided,* that if a public service commission or any other authority shall be given the power by law to prescribe the forms of accounts for public utilities throughout the state or throughout any district of which the city is a part, the forms so prescribed shall be controlling so far as they go, but the council

[1] Where a term limit for the franchise is desired, provision should be made either for amortization of the investment, or at least that portion of it within the limits of public streets and places, during the term of the grant, or for purchase of the physical property at the end of the term.

[2] A franchise should include provisions for the readjustment of rates from time to time, or for the accumulation of surplus earnings for the purchase of the property in case rates are fixed for a long period in the grant.

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may describe more detailed forms for the utilities within its jurisdiction;

(e) To impose such other regulations as may be conducive to the safety, welfare and accommodation of the public.

SEC. 66. *Consents of Property Owners.* The consent of abutting and adjacent property owners shall not be required for the construction, extension, maintenance or operation of any public utility;[1] but any such property owner shall be entitled to recover from the owner of such public utility the actual amount of damages to such property on account thereof less any benefits received therefrom; *Provided,* suit is commenced within two years after the damage is begun;

SEC. 67. *Revocable Permits.* Permits revocable at the will of the council for such minor or temporary public utility privileges as may be specified by general ordinance may be granted and revoked by the council from time to time in accordance with the terms and conditions to be prescribed thereby; and such permits shall not be deemed to be franchises as the term is used in this charter. Such general ordinance, however, shall be subject to the same procedure as an ordinance granting a franchise and shall not be passed as an emergency measure.

SEC. 68. *Extensions.* All extensions of public utilities within the city limits shall become a part of the aggregate property of the public utility, shall be operated as such, and shall be subject to all the obligations and reserved rights contained in this charter and in any original grant hereafter made. The right to use and maintain any extension shall terminate with the original grant and shall be terminable as provided in section 64 hereof. In case of an extension of a public utility operated under a franchise hereafter granted, then such right shall be terminable at the same times and under the same conditions as the original grant.

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[1] In some states there are constitutional provisions requiring the consent of adjacent property owners for the construction and operation of street railways. The constitution of New York requires such consent, or in lieu thereof approval of the proposed construction by commissioners appointed by the appellate division of the Supreme Court, and confirmed by the Court. Some such provision as the latter may be desirable.

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SEC. 69. *Other Conditions.* Every public utility franchise hereafter granted shall be held subject to all the terms and conditions contained in sections 63 to 72 hereof, whether or not such terms are specifically mentioned in such franchise. Nothing in this charter shall operate to limit in any way, except as specifically stated, the discretion of the council or the electors of the city in imposing terms and conditions in connection with any franchise grant.

SEC. 70. *Franchise Records.* Within six months after this charter takes effect every public utility and every owner of a public utility franchise shall file with the city, as may be prescribed by ordinance, certified copies of all the franchises owned or claimed, or under which any such utility is operated. The city shall compile and maintain a public record of all public utility franchises and of all public utility fixtures in the streets of the city.

SEC. 71. *Bureau of Franchises and Public Utilities.* There shall be established by ordinance a bureau of franchises and public utilities, at the head of which shall be an officer to be appointed by the city manager.[1] Such officer shall be an expert in franchise and public utility matters, and he shall be provided with such expert and other assistance as is necessary to enable him to perform his duties. It shall be the duty of such officer and bureau to investigate and report on all proposed ordinances relating to public utilities, to exercise a diligent oversight over the operation of all public utilities operated under franchises, to report thereon with recommendations to the city manager, to represent the city in all, except legal, proceedings before any state public utilities commission involving the public utilities within the city, and to perform such other duties under the direction of the city manager as may be prescribed by the council.

[1] In the smaller cities, say, of less than 50,000 population, it may not be feasible to maintain a separate bureau of franchises and public utilities, but in every city where there is no such bureau the duties described in this section should be specifically imposed upon the city manager. The bureau, when one exists, will be a part of the department of public works and utilities; but in the large cities it may be found desirable to create a separate department of utilities as suggested in note on following page.

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SEC. 72. *Accounts of Municipally owned Utilities.* Accounts shall be kept for each public utility owned or operated by the city, distinct from other city accounts and in such manner as to show the true and complete financial result of such city ownership, or ownership and operation, including all assets, liabilities, revenues and expenses. Such accounts shall show the actual cost to the city of each public utility owned; the cost of all extensions, additions and improvements; all expenses of maintenance; the amounts set aside for sinking fund purposes; and, in the case of city operation, all operating expenses of every description. The accounts shall show as nearly as possible the value of any service furnished to or rendered by any such public utility by or to any other city or governmental department. The accounts shall also show a proper allowance for depreciation, insurance and interest on the investment and estimates of the amount of taxes that would be chargeable against the property if privately owned. The council shall annually cause to be made and printed for public distribution a report showing the financial results of such city ownership or ownership and operation, which report shall give the information specified in this section and such other information as the council shall deem expedient.

CITY PLANNING

SEC. 73. *Creation of a City Planning Board.* There shall be a city planning board of three members, consisting of the director of public works and utilities and two citizen members chosen because of their knowledge of city planning.[1] It shall be the duty of the board to keep itself informed of the progress of city planning in this and other countries, to make studies and recommendations for the improvement of the plan of the city with a view to the present and future movement of traffic, the convenience, amenity, health, recreation, general welfare and other needs of the city dependent on the city plan; to consider and report upon the designs and their relations to the city plan

[1] In larger cities having a separate director of utilities a board of five members, consisting of the director of public works, the director of utilities and three citizen members, is recommended.

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of all new public ways, lands, buildings, bridges and all other public places and structures, of additions to and alterations in those already existing, and of the layout or plotting of new subdivisions of the city, or of territory adjacent to or near the city.

SEC. 74. *Power of Board.* All acts of the council or of any other branch of the city government affecting the city plan shall be submitted to the board for report and recommendations. The council may at any time call upon the board to report with recommendations, and the board of its own volition may also report to the council with recommendations on any matter which, in the opinion of either body, affects the plan of the city.

Any matter referred by the council to the board shall be acted upon by the board within thirty days of the date of reference, unless a longer or shorter period is specified. No action by the council involving any points hereinbefore set forth shall be legal or binding until it has been referred to the board and until the recommendations of the board thereon have been accepted or rejected by the council.

SEC. 75. *Annual Report.* The board shall submit to the council an annual report summarizing the activities of the board for the fiscal year, the recommendations made by it to the council during the year and the action of the council during the year on any and all recommendations made by the board in that or former years. The annual report of the board shall also contain a program for improvements to the city plan year by year during the three years next ensuing, with estimates of the cost thereof and recommendations as to how the cost shall be met.

SEC. 76. *Secretary of the Board.* The board shall appoint as secretary a person of skill and experience in city planning and may employ consulting city planning experts as need may arise. The city engineer shall serve as chief engineer of the city planning board, and it shall be his particular duty to make recommendations designed to bring all the engineering works of the city into harmony as parts of one comprehensive plan. The executive health officer of the city shall advise the planning board from time to time of any municipal improvements within the scope of the board which, in his opinion, would improve the healthfulness of the city. The board shall have power to call

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upon any branch of the city government at any time for information and advice which in the opinion of the board will insure the efficiency of its work.[1]

MISCELLANEOUS PROVISIONS

SEC. 77. *Publicity of Accounts.* All accounts and the records of every office and department of the city shall be open to the public at all reasonable times under reasonable regulations, except such records and documents where the disclosure of the information contained therein would tend to defeat the lawful purpose of the officer or department withholding them from access to the public.

SEC. 78. *No Personal Interest.* No member of the council nor any officer or employee of the city shall have a financial interest, direct or indirect, in any contract with the city, or be financially interested, directly or indirectly, in the sale to the city of any land, materials, supplies or services, except on behalf of the city as a member of the council, officer or employee; *Provided,* that the ownership of less than 5 per cent of the stock or shares of a corporation or association with which a contract may be made shall not be considered as involving an interest in the contract within the meaning of this section. No officer or employee of a public utility operating in the city shall be a member of the council. Any willful violation of this section shall constitute malfeasance in office, and any member of the council, officer or employee found guilty thereof shall thereby forfeit his office or position. Any violation of this section, with the knowledge expressed or implied, of the person or corporation contract-

[1] In some places it may be desirable to give the city planning board some of the powers conferred on the existing municipal art commissions in the United States. These powers relate to the esthetic features of public buildings, bridges and other public structures and embrace the acceptance or rejection of works of art or designs therefor to be placed in public buildings or in other places within the city. The section in the Cleveland charter relating to city planning commission and the ordinance based on it are commended for careful consideration, especially the manner provided for the effective control of land subdivision.

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ing with the city, shall render the contract involved voidable by the city manager or the council.

SEC. 79. *When Charter Shall Take Effect.* For the purpose of nominating and electing officers as provided herein, this charter shall take effect from and after the time of its approval by the electors of the city. For the purpose of exercising the powers of the city, establishing departments, divisions and offices, and distributing the functions thereof, and for all other purposes, it shall take effect on the first day of ————.

APPENDIX A

THE HARE SYSTEM OF PROPORTIONAL REPRESENTATION

(To be inserted, if desired, after section 10 of the charter)

Nomination for candidates for council shall be made according to the provisions of Sections 8, 9 and 10 of this charter.

SECTION 1. *Marking the Ballot.* Ballots for the election of members of the council shall be marked according to the following rules, which shall be printed at the top of each ballot under the head of "Directions to Voters."

Put the figure 1 opposite the name of your first choice for the council. If you want to express also second, third, and other preferences, do so by putting the figure 2 opposite the name of your second choice, the figure 3 opposite the name of your third choice, and so on. You may express thus as many preferences as you please. This ballot will not be counted for your second choice unless it is found that it cannot help your first; it will not be counted for your third choice unless it is found that it cannot help either your first or your second, etc. *The more choices you express, the surer you are to make your ballot count for one of the candidates you favor.*

A ballot is spoiled if the figure 1 is put opposite more than one name. If you spoil this ballot, tear it across once, return it to the election officer in charge of the ballots, and get another from him.

SEC. 2. *Rules for Counting the Ballots.* Ballots cast for the election of members of the council shall be counted and the

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results determined by the election authorities according to the following rules:

(a) On all ballots a cross shall be considered equivalent to the figure 1. So far as may be consistent with the general election laws, every ballot from which the first choice of the voter can be clearly ascertained shall be considered valid.

(b) The ballots shall first be sorted and counted at the several voting precincts according to the first choices of the voters. At each voting precinct the first-choice ballots cast for each candidate shall be put up in a separate package, which shall be properly marked on the outside to show the number of ballots therein and the name of the candidate for whom cast. The ballots declared invalid by the precinct officials shall also be put up in a separate package, properly marked on the outside. All the packages of the precinct, together with a record of the precinct count, shall be forwarded to the general election authorities of the city as directed by those authorities, and the counting of the ballots shall proceed under their direction.

(c) First-choice votes for each candidate shall be added and tabulated as the first count.

(d) The whole number of valid ballots shall then be divided by a number greater by one than the number of seats to be filled. The next whole number larger than the quotient thus obtained shall be the quota or constituency.

(e) All candidates the number of whose votes on the first count is equal to or greater than the quota shall then be declared elected.

(f) All votes obtained by any candidate in excess of the quota shall be termed the surplus of that candidate.

(g) The surpluses shall be transferred, the largest surplus first, then the next largest, and so on. Each ballot of the surplus that is capable of transfer shall be transferred to and added to the votes of the continuing candidate, marked on it as the next preference.

(h) "Ballots capable of transfer" means ballots from which the next lower choice of the voter for some continuing candidate can be ascertained. "Continuing candidates" means candidates as yet neither elected nor defeated.

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(i) The particular ballots to be taken for transfer as the surplus of such candidate shall be obtained by taking as nearly an equal number of ballots as possible from the first-choice ballots, capable of transfer, that have been cast for the candidate in each of the different precincts of the city. All such surplus ballots shall be taken without selection as they may happen to come in the different packages.

(j) After the transfer of all surpluses, the votes standing to the credit of each candidate shall be counted and tabulated as the second count.

(k) After the tabulation of the second count (or after that of the first count if no candidate received a surplus on the first) the candidate lowest on the poll as it then stands shall be declared defeated and all his ballots capable of transfer shall be transferred to the continuing candidates, each ballot being transferred to the credit of that continuing candidate preferred by the voter. After the transfer of these ballots a fresh count and tabulation shall be made. In this manner candidates shall be successively declared defeated, and their ballots capable of transfer transferred to continuing candidates, and a fresh count tabulation made. After any tabulation the candidate to be declared defeated shall be the one then lowest on the poll.

(l) Whenever in the transfer of a surplus or of the ballots of a defeated candidate the votes of any candidate shall equal the quota, he shall immediately be declared elected and no further transfer to him shall be made.

(m) When candidates to the number of the seats to be filled have received a quota and therefore have been declared elected, all other candidates shall be declared defeated and the count shall be at an end; and when the number of continuing candidates shall be reduced to the number of seats to be filled, those candidates shall be declared elected whether they have received the full quota or not and the count shall be at an end.

(n) If at any count two or more candidates at the bottom of the poll have the same number of votes, that candidate shall first be declared defeated who was lowest at the next preceding count at which their votes were different. Should it happen that the votes of these candidates are equal to each other on all

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counts, lots shall be drawn to decide which candidate shall next be declared defeated.

(o) In the transfer of the ballots of any candidate who has received ballots by transfer those ballots shall first be transferred upon which the defeated candidate was first choice and the remaining ballots shall be transferred in the order of the transfers by which they were received by the defeated candidate.

(p) On each tabulation a count shall be kept of those ballots which have not been used in the election of some candidate and which are not capable of transfer, under the designation "Non-transferable ballots."

(q) So far as may be consistent with good order and with convenience in the counting and transferring of the ballots, the public, representatives of the press, and especially the candidates themselves shall be afforded every facility for being present and witnessing these operations.[1]

APPENDIX B

PREFERENTIAL BALLOT

(To be inserted, if desired, after section 10 of the charter)

SECTION 1. *Preparation of Ballot.* All ballots used in elections held under the authority of this charter shall be printed by the city and shall contain the names of the candidates without party or other designation. The order of arrangement of the names shall be alphabetical in rotation; that is, there shall be as

[1] If it is desired to make possible a recount of the ballots, there should be inserted here a provision for the safekeeping of the ballots and also the following paragraph:

Every ballot that is transferred from one candidate to another shall be stamped or marked so that its entire course from candidate to candidate throughout the count can be conveniently traced. In case a recount of the ballots is made, every ballot shall be made to take in the recount the same course that it took in the first count unless there is discovered a mistake that requires its taking a different course, in which case such mistake shall be corrected and any changes made in the course taken by ballots that may be required as a result of such correction. The particular ballots the course of which is to be changed in the recount as a result of such correction shall be taken as they happen to come, without selection.

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many sets of ballots printed as there are candidates. Each set of ballots shall begin with the name of a different candidate, the other names being arranged thereafter in regular alphabetical order, commencing with the name next in alphabetical order after the one that stands first on that set of ballots. When the last name is reached in alphabetical order it shall be followed by the name that begins with the first letter represented in the list of names and by the others in regular order. The ballots so printed shall then be combined in tablets, so as to have the fewest possible ballots having the same order of names printed thereon together in the same tablet.

SEC. 2. *Arrangement for First, Second and Other Choices.* After the column containing the names of the candidates, arranged as indicated, there shall be printed three columns headed "first choice," "second choice," and "other choices," respectively. Each voter shall be entitled to place as many crosses in the column marked "first choice" as there are offices to be filled. He shall also be entitled to place as many crosses in the column marked "second choice" as there are offices to be filled, provided that he may not mark a cross in the column marked "second choice" after a name for which he has marked a cross in the first column. He may also place in the column marked "other choices" crosses after any names which he had not designated as first or second choices.[1]

[1] Since the members of council elected by proportional representation do not represent the entire body of the electorate, but each member represents a certain quota or group therein, it is evident that a recall by a majority of the entire electorate of a single councilman or of any number less than the whole council would destroy the principle of minority or quota representation. Provision may be made, however, for the recall of the whole council and the election of a new one by proportional representation at the same election whereby any particular members who could no longer command a quota of votes would be eliminated. It should be considered in this connection that under proportional representation a member of the council will retain his seat as long as he retains the support of a bare quota of votes. A certain permanency of tenure is thus secured so that frequent elections are not so objectionable as under other systems, and when terms are short the need of a recall is less imperative.

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SEC. 3. *Form of Ballot.* The form of the ballot with the voter's choices thereon shall be substantially the following:

REGULAR (OR SPECIAL) MUNICIPAL ELECTION

NAMES OF CANDIDATES	FIRST CHOICE	SECOND CHOICE	OTHER CHOICES
A	X		
B		X	
C			
D			X
E			X

INSTRUCTIONS

Vote your first choice in the first column. Vote your second choice in the second column. Vote in the third column for any other candidates whom you are willing to support.

Do not vote more than one first choice and one second choice for any one office.

If you wrongly mark, tear or deface this ballot, return it and obtain another.

When more than one candidate is to be chosen the foregoing instructions must be modified in accordance with the provisions of section 2.

SEC. 4. *Counting of Ballots.* The ballots shall be counted by adding up the first choices cast for each candidate. If any candidates receive a number of first choices equal to a majority of all the ballots cast, they shall be declared elected in the order of the votes received. As to the candidates who have not received such a majority, the number of second choices cast for each candidate shall then be counted and shall be added to the number of first choices. Any candidates who have then a total of first and second choices equal to a majority of all ballots cast shall be declared elected in the order of the number of votes received. If a sufficient number of candidates have not yet received the required majority, the other choices cast for each candidate shall be added to his first and second choices, and candidates shall be declared elected in the order of the number of votes received. In case of a tie, the order of precedence shall be determined by the larger number of first choices in the vote.

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